



OUR OFFICIAL PLAN



**Supplementary
Aggregate Policy Study**

Policy Options Report
Project Report 2 of 3

July 19, 2024

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1.0 Introduction

The Town of Caledon is undertaking an analysis of existing Mineral Resources policies in the existing Caledon Official Plan. The intent is to update the existing municipal planning policies including some of the relevant Caledon results from the Joint Aggregate Policy Review and to use the proposed revisions to the High Potential Mineral Aggregate Resource Areas (HPMARA): Mapping Methodology Discussion Paper prepared jointly with the Region of Peel, and the Transportation Technical Paper. The Study will also build upon the adopted Aggregate Rehabilitation Master Plan that must be considered in the update to the new Caledon Official Plan.

1.1 About the Supplementary Aggregate Policy Study

The Supplementary Aggregate Policy Study is intended to consider how the mineral aggregate policies and mapping of the new Caledon Official Plan and the zoning standards of Zoning By-law 2006-50 should be improved and/or updated. This area of focus is part of the Future Caledon Official Plan Review project. This Supplementary Aggregate Resources Study will inform the Council of the Town of Caledon when it considers amendments to the Caledon Official Plan and the Caledon Zoning By-law.

On October 18, 2022, the Council of the Town of Caledon enacted Interim Control By-law No. 2022-075. The By-law was in effect for one year. Council also enacted a Resolution that required:

The Caledon Supplementary Aggregate Resources Policy Study be undertaken to review the findings and recommendations of the joint Peel and Caledon Aggregate Policy review as well as Caledon’s Rehabilitation Master Plan, and determine how to address those findings and recommendations in the Caledon Official Plan and Zoning By-law 2006-50, as amended.

On November 14, 2023, By-law 2023-084, amending By-law 2022-075, was appealed under Section 38(4.1) of the Planning Act, by CBM Aggregates, a division of St. Mary’s Cement Inc. (Canada), to the Ontario Land Tribunal (“OLT”). The OLT scheduled a three-day hearing for the appeal to commence on September 4, 2024.

1.2 Aggregate Resources Community Working Group

The Study design included the formation of a resident working group, known as the Aggregate Resources Community Working Group (“ARCWG”). The six ARCWG members were selected based on criteria set by Council priorities at the March 21, 2023, Planning and Development Committee meeting. The role of the ARCWG is to liaise with residents

and bring a variety of professional and personal perspectives to inform the work of the project team. The ARCWG have created a list of issues, questions, and policy ideas which helped to inform the Background Report and guide the Study.

The ARCWG have been engaged in a series of working meetings to discuss a wide range of issues around mineral aggregates and have contributed many questions and policy ideas. While a large discussion was held over the first draft of this report, this final draft is being released in advance of that next conversation. The members of the ARCWG have not been asked to endorse the content of this Report.

In liaison roles, conversations have also occurred with staff from Peel Region and Credit Valley Conservation. Updates have also been provided to the Ontario Stone, Sand and Gravel Association in this liaison role.

1.3 Project Deliverables

In May 2024, a [Status Update Report](#) was brought to Council and approved as an information item. This report contains an in-depth overview of the project timeline and status thus far.

1. Background Report

In May 2024, Council received the [Background Report](#) as an information item. This report provided an in-depth facts and issues assessment, an overview of existing municipal/provincial policy, and a historical timeline of aggregate issues in Caledon from 1940 to 2024. The facts and issues assessment portion was comprised of a consolidation of community-identified issues and was reviewed internally by the ARCWG in April 2024.

The Background Report is complemented by work completed prior to the Town's study, including the Joint Peel/Caledon Aggregate Policy Review, the Joint Peel/Caledon High Potential Mineral Aggregate Resource Areas (HPMARAs) Mapping Methodology Discussion Paper, Joint Peel-Caledon Transportation Technical Paper, and the Caledon Aggregate Rehabilitation Master Plan (prepared for HPMARAs 9 and 10, and not the entire Town).

2. Policy Options Report

The purpose of this Policy Options Report ("Report") is to pose a number of policy questions and provide preferred policy recommendations for Council's consideration regarding the Town of Caledon Supplementary Aggregate Resources Policy Study ("the Study").

This report shall serve as the basis for public engagement during July and August 2024.

3. Recommendation Report (Planning Justification Report) and Official Plan and Zoning By-law Amendments

The next step in the project process will be to finalize a Recommendation Report (Planning Justification Report) and draft Official Plan and Zoning By-law Amendments. The Recommendation report will contain draft policies, mapping, recommendations for future work or additional studies, recommendations for staffing and resource capacity. It will be presented at a Statutory Public Meeting of Town of Caledon Council on September 3. Updates will be made, and final versions prepared for Committee approval at its meeting the of September 17, 2024, with final adoption and passing planned for Council's meeting of September 24, 2024.

1.4 Study Participation

This Report has been prepared and reviewed by the project team, with the lead author being the Principal Planner on behalf of the Town, Joe Nethery. Supporting writers include Nancy Reid, Kristy Kilbourne, Raida Chowdhury, and Renée Leake.

The project has also received technical support from several subject matter experts and public agency staff, invited by the project team:

- Laura Handley and Peter Lebaron, Ontario Geological Survey
- Marsha Paley and Learie Miller, Peel Region Planning Services
- Jesse de Jager and David Hatton, Credit Valley Conservation Authority
- Alexandra Service, Town of Caledon
- Suzette Shiu, HDR, and staff from Peel Region Transportation Planning and Road Operations departments
- Jeff Hignett, Town of Caledon
- Harvey Watson, R.J. Burnside
- Ray Jambakhsh, Rakowski Group
- Chris Neville, S.S. Papadopoulos Inc.
- Ron Scheckenberger, Scheckenberger and Associates
- Melanie Horton, Esher Planning
- Anneliese Grieve, Strategic Environmental Planning
- Nick McDonald, Meridian Planning

One member of the public, Tony Sevelka, was requested to attend an ARCWG session by some of its members with respect to blasting and flyrock, with later inputs provided on vibration.

The project team also appreciates the multiple members of the public who contributed their time, attendance, and inputs through email, phone, survey, and notes as detailed in Section 3.0 of this report.

Engagement facilitation has been provided by Glenn Pothier of GLPi.

The Town also thanks and appreciates the contributions of Mark Dorfman to the earlier phases of this project, including extensive background research and preparation of the Background Report.

2.0 The Provincial and Regional Policy Framework

The following is an overview of key Provincial legislation and plans, and their approach/policy directions as they relate to mineral aggregate resources. For a more fulsome review of individual policies, refer to:

- The Aggregate Resources Policy Study Background Report, received by Council on May 14, 2024.
- The [Peel Region and Town of Caledon Joint Aggregate Policy Review](#), dated May 2023,¹ which notes that the Region and Town have previously undertaken policy conformity exercises related to mineral aggregates policy.

2.1 Aggregate Resources Act (ARA) and O.Reg 244/97

The *Aggregate Resources Act* (ARA) governs the management of aggregate resources across the Province and sets out rules and regulations for their extraction to ensure responsible and sustainable practices:

- It establishes the requirements for obtaining licenses and permits for aggregate operations.
- It requires operators to rehabilitate aggregate sites once extraction activities are complete.
- It requires operators to engage with local communities, address their concerns, and consider their interests.
- It sets penalties and enforcement measures for non-compliance.

The ARA aims to strike a balance between economic benefits and the need to protect the environment, communities, and resources.

Section 66(1) of the *Aggregate Resources Act* states “to the extent that a municipal by-law, official plan or development agreement deals with the same subject-matter as this Act, the regulations or the provisions of a licence or permit or a site plan, the by-law, official plan or development agreement is inoperative.” This is the limitation that prevents a municipality from applying standards via by-law for a wide range of land use matters, including setbacks internal to an aggregate operation’s site, noise, air quality.

2.2 Planning Act

The Planning Act establishes and regulates the land use planning framework in Ontario. The Act expressly states that the making or establishment of a pit or quarry is a land use

¹ While the Peel documents online are all marked “Draft,” these are in fact final versions.

subject to *Planning Act* requirements. Further to that, the ARA requires the Minister to issue a licence only if a zoning by-law (or, by inference, if a Development Permit has been issued under the *Niagara Escarpment Planning and Development Act*) allows the site to be used for the making, establishment, or operation of pits and quarries.

Other mineral aggregate operations such as concrete batching plants, asphalt production facilities, and aggregate transfers stations are also uses of land subject to the *Planning Act* framework.

In addition, the *Planning Act* dictates that an Official Plan shall contain a municipality's objectives and policies to guide the physical development of all lands within the boundary of the municipality. It provides direction for the use, intensity, and form of development and establishes where and under what circumstances mineral aggregate operations may be located.

2.3 Provincial Policy Statement (PPS), 2020

The Provincial Policy Statement has assigned municipalities mineral aggregate resources planning responsibilities including the identification of known mineral aggregate resources deposits and the protection of, and to make available, aggregate resources for long-term use in a sustainable manner. All land use decisions in Ontario must be “consistent” with the Provincial Policy Statement.

Recognizing the importance of aggregate resources, the current Provincial Policy Statement is permissive when it comes to extraction activities, and explicitly states that they are permitted in all significant natural features currently protected under the Provincial Policy Statement except for Provincially significant wetlands. To effectively plan for and regulate the extraction and use of these resources, the Provincial Policy Statement (in Section 2.5.2) states that:

- As much of the mineral aggregate resources as is realistically possible shall be made available as close to markets as possible.
- Demonstration of need for mineral aggregate resources, including any type of supply/demand analysis, shall not be required, notwithstanding the availability, designation or licensing for extraction of mineral aggregate resources locally or elsewhere.
- Extraction shall be undertaken in a manner which minimizes social, economic and environmental impacts.
- Mineral aggregate resource conservation shall be undertaken, including through the use of accessory aggregate recycling facilities within operations, wherever feasible.

- 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.
- 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 resource use would not be feasible or the proposed land use or development serves a greater long-term public interest, and issues of public health, public safety and environmental impact are addressed.
- When a license for extraction or operation ceases to exist, the bullet above (Policy 2.5.2.5) continues to apply—the site of the “ceased” operation remains protected from incompatible development.

The Provincial Policy Statement recognizes and codifies requirements to protect aggregate resources and operations necessary to support building and construction across Ontario. As noted in this study’s previous Background Report, it achieves this in a manner that provides a level of protection to the resource above other uses. The Provincial Policy Statement goes further than with other uses, acknowledging the effects of aggregate extraction and reducing the test for consistency to “minimizing” the effects—which is different from eliminating or reducing to zero. Policy 1.2.6.1 also speaks to minimizing effects.

2.4 Proposed 2024 Provincial Planning Statement

Changes in the draft 2024 Provincial Planning Statement were proposed that have little to no impact on the Province’s overall approach, and only the following minor changes are noted:

- Rehabilitation on prime agricultural lands would not be required if the depth of extraction makes it unfeasible (versus the current policy that provides tiered criteria based upon the location of the operation).
- Adding a new policy encouraging comprehensive rehabilitation where there is a concentration of mineral aggregate operations.

All applicants within and adjacent to natural heritage features and near prime agricultural areas must continue to follow Provincial guidelines, and the emphasis on protecting “close to market” aggregate resources and not permitting assessment based on need are proposed to be maintained.

It is also noted that the draft 2024 Provincial Policy Statement includes a policy that states where a planning authority must decide on a planning matter before their official plan has been updated to be consistent with this Policy Statement, or before other applicable planning instruments have been updated accordingly, it must still make a decision that is consistent with this Policy Statement (proposed Policy 6.1.7).

As of the date of writing this report, the draft 2024 Provincial Planning Statement has not been brought into effect.

2.5 Other Provincial Plans

There are other provincial plans that work with the Provincial Policy Statement to address specific geographic areas, and their approach/directions related to mineral aggregate resource extraction have been reviewed. These plans work with the Provincial Policy Statement, and, in most cases, take precedence over the Provincial Policy Statement in the geographic areas where they apply.

Provincial plans are to be read in conjunction with the Provincial Policy Statement. They take precedence over the policies of the Provincial Policy Statement to the extent of any conflict, except where the relevant legislation provides otherwise.

While decisions are required to be “consistent with” the Provincial Policy Statement, the standard for complying with these provincial plans is more stringent, and municipal decisions are required to “conform” or “not conflict” with the policies in these plans.

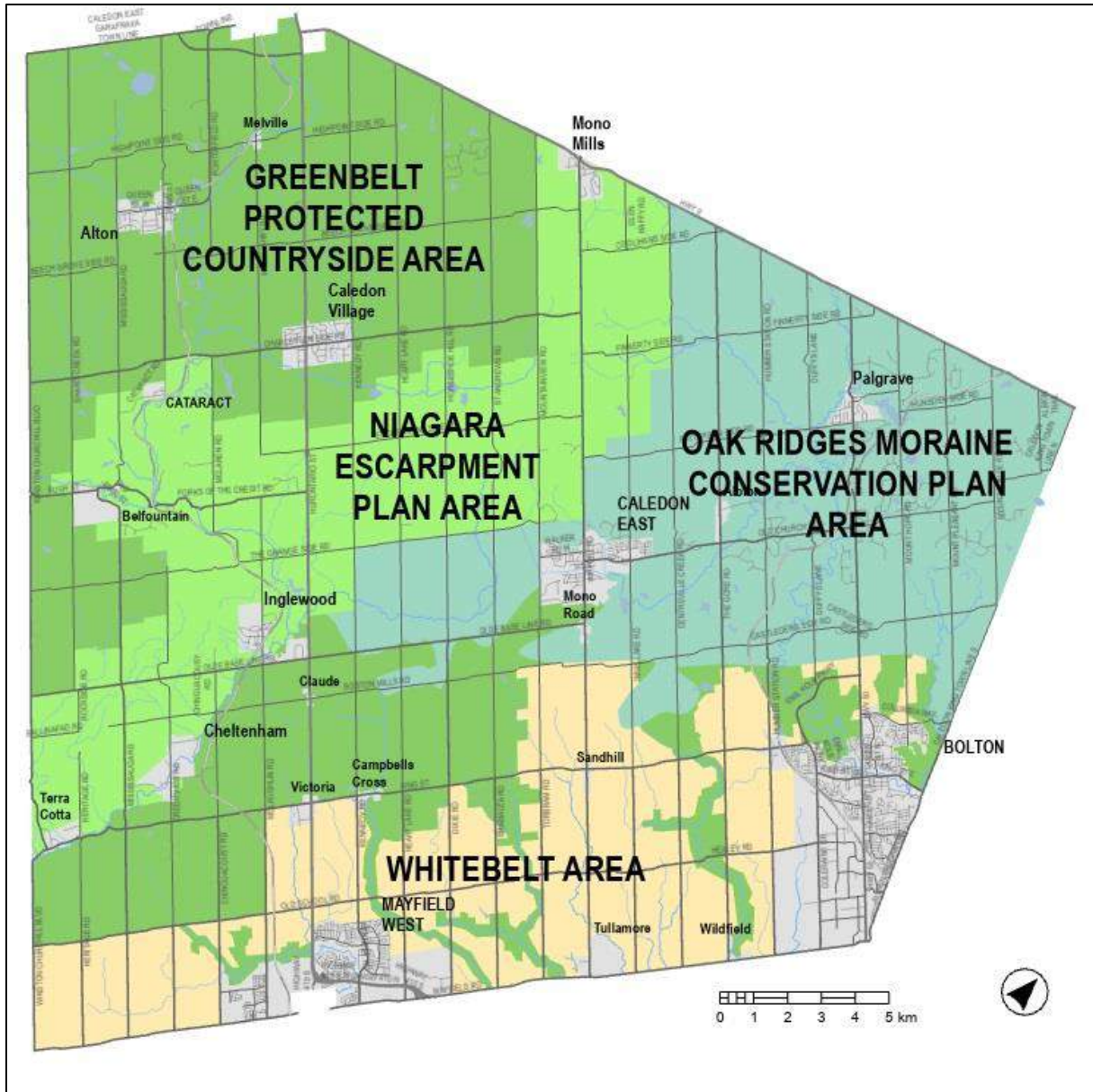


Figure 1: Provincial Plan Areas in Caledon (note that “Whitebelt Area” is not a Provincial plan but a colloquial term used by some land use planners to indicate lands not covered by one of the environmental plans)

2.5.1 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe applies across the Town. This Plan emphasizes the need for economic growth and complete communities, and takes a permissive and enabling interest by:

- Prohibiting development activities where they will have an adverse effect on mineral aggregate operations.

- Permitting applications for a new mineral aggregate operation in key natural heritage or hydrological features within a Natural Heritage System not established in the other Provincial Plans, provided the following can be demonstrated:
 - How connectivity between key natural heritage and key hydrologic features are maintained before, during and after excavation;
 - How an operator will immediately replace habitat lost with equivalent habitat on or adjacent to a site;
 - How the water resource system will be protected and enhanced; and
 - how any key natural heritage and key hydrologic features and their associated vegetation protection zones will be addressed.
- permitting new operations in prime agricultural areas subject to the completion of an agricultural impact assessment, in accordance with the Provincial Policy Statement.

The Growth Plan also requires the Province, municipalities, industry, and stakeholders to undertake sub-area assessment that identify significant mineral aggregate resources and develop a long-term strategy for ensuring their wise use, conservation, availability and management, as well as identifying opportunities for resource recovery and for coordinated approaches to rehabilitation where feasible.

2.5.2 Niagara Escarpment Plan (NEP), 2017

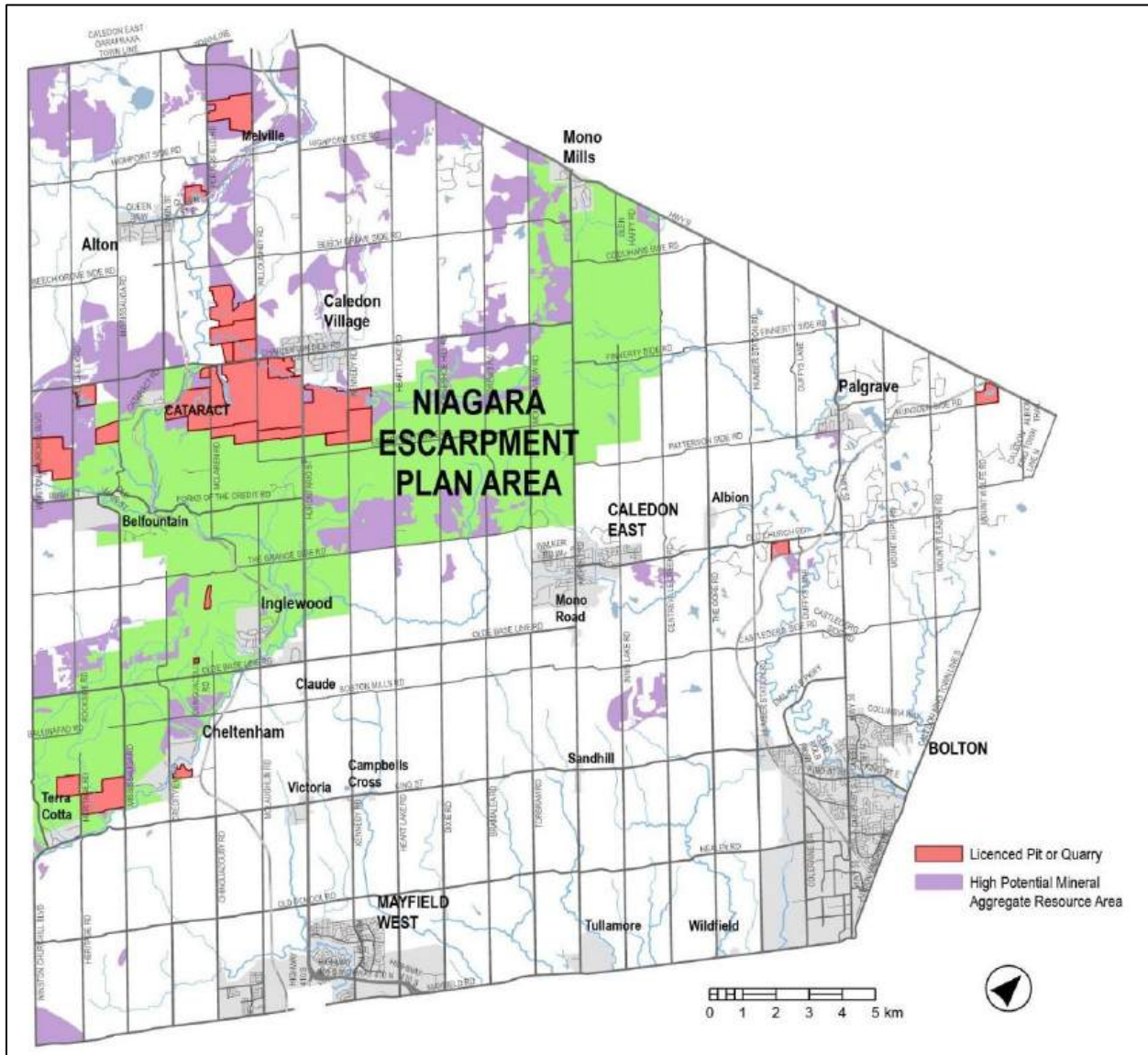


Figure 2: The Niagara Escarpment Plan Area, with Licenced Pits and Quarries and Peel Region’s High Potential Mineral Aggregate Resource Area also identified

The Niagara Escarpment Plan provides a series of policies and criteria to permit new extraction, including:

- Permitting new Mineral Resource Extraction Areas within designated Escarpment Rural Areas, unless more than 20,000 tonnes are produced annually, in which case a NEP amendment is required, demonstrating:
 - Protection of the Escarpment environment;
 - Final rehabilitation of the site;

- The protection of prime agricultural areas, the capability of the land for agricultural uses, and its potential for rehabilitation for agricultural uses; and
- Opportunities to include rehabilitated lands to the Open Space System.
- Prohibiting extraction activities in Escarpment Natural Areas and on lands within 200 metres of the Escarpment brow;
- Permitting extraction activities in key natural heritage features and vegetation protection zones (with some exceptions);
- Establishing requirements for operations, accessory uses, and haul routes to minimize negative impacts and ensure compatibility; and
- Providing monitoring, compliance, and final rehabilitation requirements.

The prohibitions on extraction are deeper than those observed in other Provincial plans (amendments to the Niagara Escarpment Plan are permitted).

2.5.3 Oak Ridges Moraine Conservation Plan, 2017

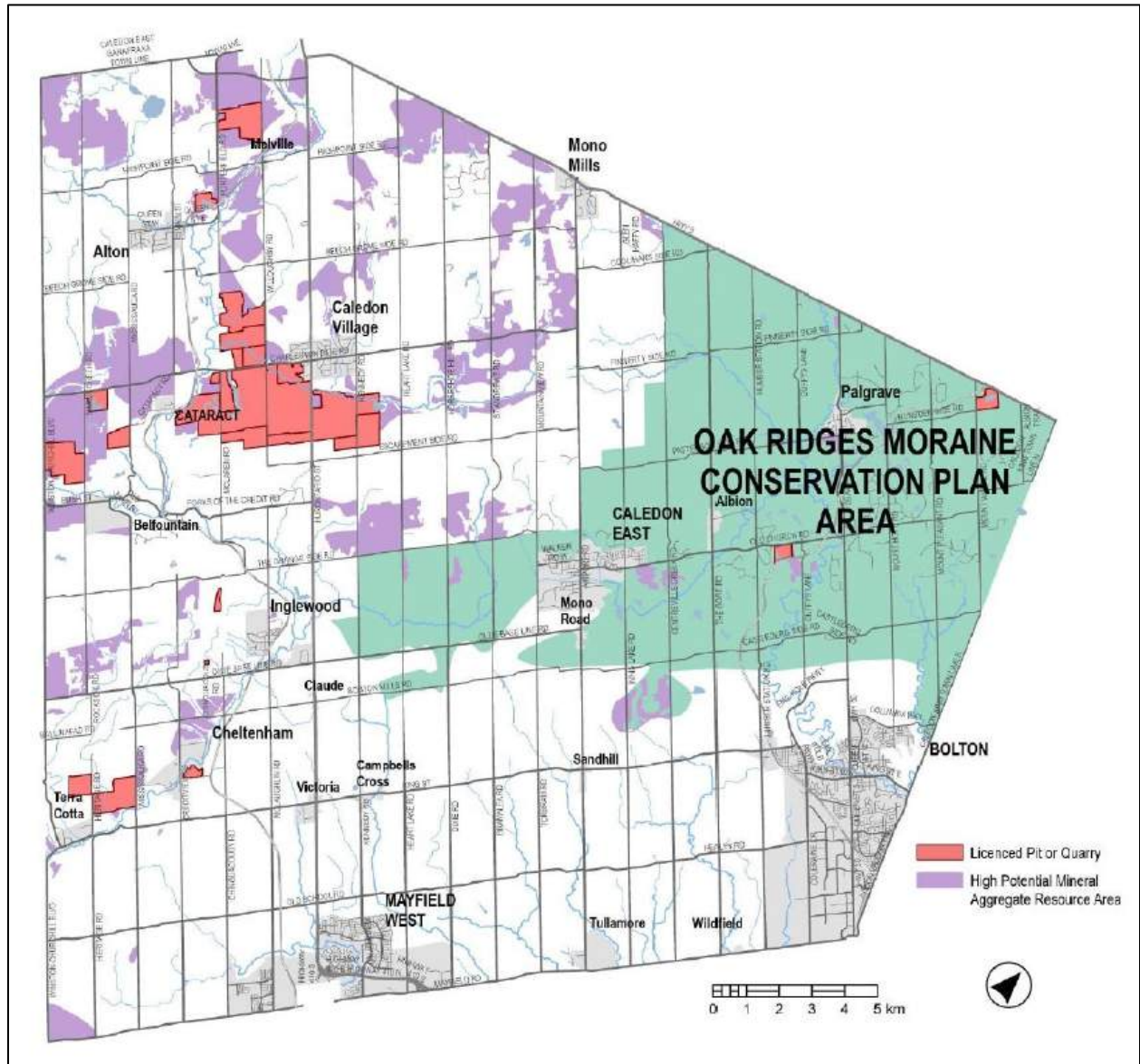


Figure 3: Oak Ridges Moraine Plan Area, with Licenced Pits and Quarries and Peel Region’s High Potential Mineral Aggregate Resource Area also identified

The Oak Ridges Moraine Conservation Plan places some stricter tests (in relation to the Provincial Policy Statement) and prohibitions on mineral aggregate extraction. The current plan generally maintains strict policy barriers contained in the original plan from 2001.

The policies of the ORMCP provides permissions and criteria for permitting new aggregate operations:

- It permits operations within the Countryside Area designation, subject to demonstrating that:

- The quantity and quality of groundwater and surface water will be maintained;
- As much of the site as possible will be rehabilitated;
- The health, diversity, size and connectivity of natural heritage features will be maintained (and where possible, improved or restored); and
- Areas of natural and scientific interest (earth science) will be protected.
- It prohibits new extraction activities in Natural Core Areas.
- It permits mineral aggregate operations are permitted within the Natural Linkage Areas, subject to demonstrating the following:
 - There will be no extraction within 1.5 metres of the water table;
 - The extraction of mineral aggregates from the site will be completed as quickly as possible; and
 - The site will be rehabilitated in stages as quickly as possible.

The limits around extraction in the Oak Ridges Moraine Conservation Plan are together, consistent with the Plan’s overall intent to protect the moraine feature and structures in support of its major water retention and recharge function.

2.5.4 Greenbelt Plan, 2017

The Greenbelt Plan applies to a large portion of the Town. There are multiple frameworks within the Town, with the key policies being those that apply to lands in the “Protected Countryside” designation.

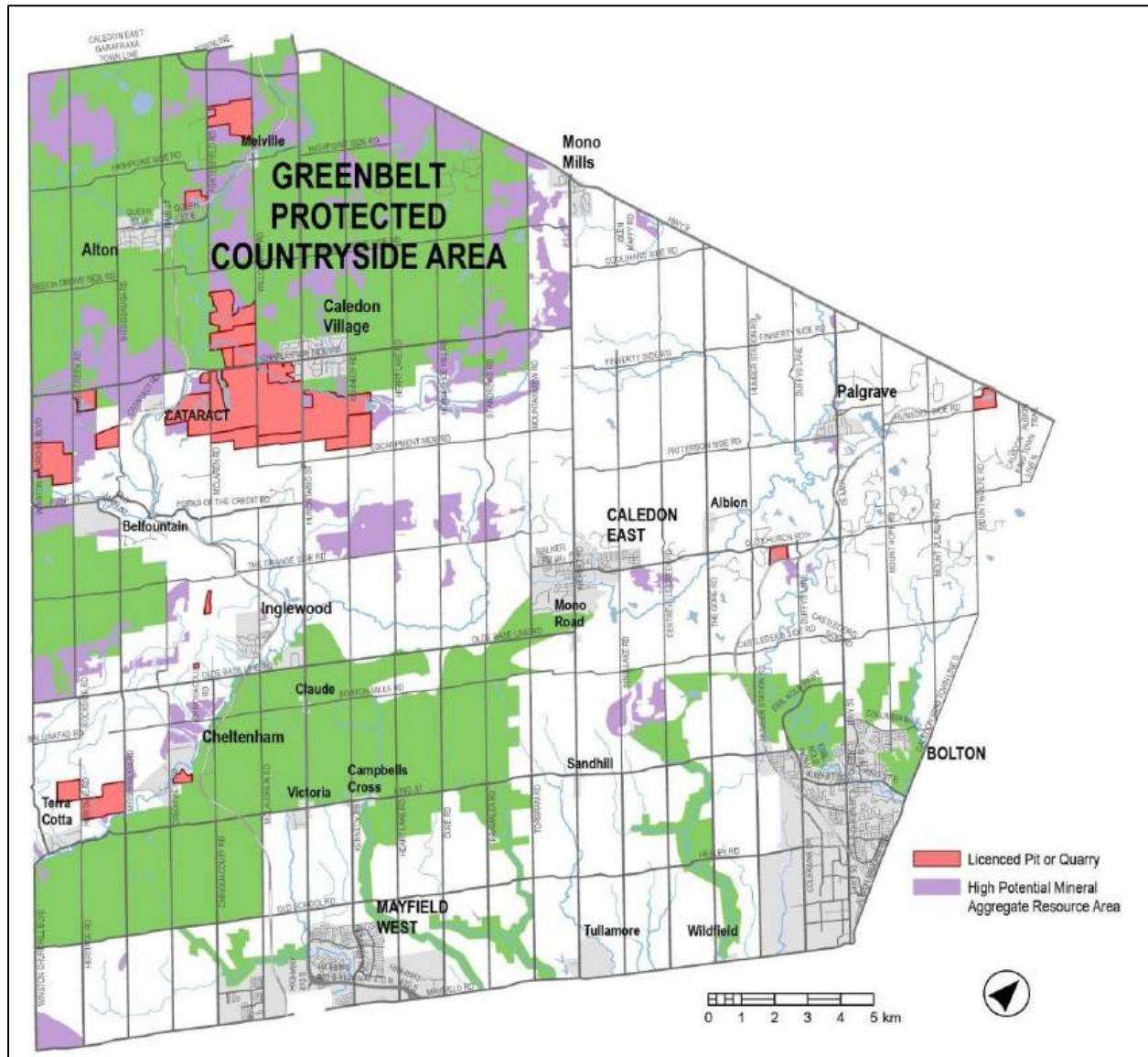


Figure 4: The Protected Countryside of the Greenbelt Plan, with Licenced Pits and Quarries and Peel Region’s High Potential Mineral Aggregate Resource Area also identified

Section 4.3.2.1 provides a policy objective with respect to mineral aggregates:

4.3.2.1 Non-renewable resources are those non-agriculture-based natural resources that have a finite supply, including mineral aggregate resources. Aggregates, in particular, provide significant building materials for our communities and infrastructure, and the availability of aggregates close to market is important for both economic and environmental reasons.

There are a range of environmental protection policies in Section 3.2 of the Greenbelt Plan. There are also policies related to non-renewable resources, found in Section 4.3.2 of the Plan, that provide for a different set of policy tests on siting and designing new aggregate operations—Section 4.3.2.3 in particular:

4.3.2.3 Notwithstanding the policies of section 3.2, within the Natural Heritage System, mineral aggregate operations and wayside pits and quarries are subject to the following:

- a) No new mineral aggregate operation and no new wayside pits and quarries, or any ancillary or accessory use thereto, shall be permitted in the following key natural heritage features and key hydrologic features:*
 - i) Significant wetlands;*
 - ii) Habitat of endangered species and threatened species; and*
 - iii) Significant woodlands, unless the woodland is occupied by young plantation or early successional habitat (as defined by the Ministry of Natural Resources and Forestry). In this case, the application must demonstrate that sections 4.3.2.6 (b), (c) and 4.3.2.7 (c) have been addressed and that they will be met by the operation*
- b) Any application for a new mineral aggregate operation shall be required to demonstrate:*
 - i) How the connectivity between key natural heritage features and key hydrologic features will be maintained before, during and after the extraction of mineral aggregates;*
 - ii) How the operator could replace key natural heritage features and key hydrologic features that would be lost from the site with equivalent features on another part of the site or on adjacent lands*
 - iii) How the Water Resource System will be protected or enhanced; and*
 - iv) How any key natural heritage features and key hydrologic features and their associated vegetation protection zones not identified in section 4.3.2.3 (a), will be addressed in accordance with sections 4.3.2.6 (b), (c) and 4.3.2.7 (c)*
- c) An application requiring a new approval under the Aggregate Resources Act to expand an existing mineral aggregate operation may be permitted in the Natural Heritage System, including in key natural heritage features, key hydrologic features and in any associated vegetation protection zones, only if the related*

decision is consistent with the PPS and satisfies the rehabilitation requirements of this section.

These policies are generally more permissive than the other Provincial plans and the Provincial policy statement. The Greenbelt Plan's policies focus review on mineral aggregate proposals to avoiding the three key natural heritage features and key hydrologic features. Replacement of features with other features can be considered as part of a proposal. Additional policies around rehabilitation.

There is an additional policy relevant to planning for mineral aggregates in Caledon, found in Section 4.3.2.10:

Where a municipality has undertaken a comprehensive aggregate resource management study and implemented the results into its official plan prior to establishment of this Plan, such policies shall be deemed to conform to this Plan.

It may be that Caledon is the only municipality subject to the Greenbelt Plan where this policy applies. The 1999 Caledon Community Resource Study that resulted in OPA 161 and the Town's current mineral aggregate policies is a comprehensive aggregate resource management study—correspondence from the Province of Ontario dated December 23, 2021, confirms this interpretation.

As detailed in Section 3, the current OPA 161 policies are more restrictive than the Greenbelt Plan in many respects. This policy interpretation means the current Official Plan policies, as they relate to key natural heritage features and key hydrologic features and the water resources system, are important to consider for carrying forward into the new Future Caledon Official Plan. The core implication of this policy is that the current OPA 161 policies around environmental protection are deemed to conform to the Greenbelt Plan. This includes the following additional protections, and potentially others:

- A “no negative impacts” test applies (although changes to “functions and attributes” may be considered on review of application), per Sections 5.11.2.9.10 and .11 of the Current Official Plan.
- Broader features are captured within the Greenlands System than just key natural heritage features and key hydrologic features identified by the Greenbelt Plan.

The requirements of the Niagara Escarpment Plan and Oak Ridges Moraine Conservation Plan continue to apply and the Protected Countryside policies do not apply, with the exception of Section 3.3 (Parkland, Open Space and Trails).

2.6 Region of Peel Official Plan (ROP), 2022

The new Peel Region Official Plan was adopted in 2022. Current Regional Official Plan policies work in conjunction with the Caledon Official Plan, where most of Peel's potential mineral aggregate resources are found. The policy framework in the ROP is built in layers: starting with the general principles set out in the Provincial Policy Statement and geographic-specific policies of the various Provincial Plans; integrated with the broad overarching policies in the Regional Official Plan; and completed by local policies that were developed based on the Caledon Community Resources Study (CCRS) and implemented by the Town via OPA 161 (discussed in Section 3.0).

The current ROP policies, like the Provincial Policy Statement, aim to achieve a balance between the demand for resources, and the protection of Peel's communities, natural environment, cultural heritage, and other resources. It also provides, in Policy 3.4.14, direction on what the Town Official Plan needs to contain from a policy perspective:

3.4.14 Direct the local municipalities to include in their official plans comprehensive mineral aggregate resource policies, including:

- a) policies regarding the refinement of the areas identified for protection in this Plan and policies for the protection of the refined areas for possible use;*
- b) policies regarding the establishment, prohibition, location, operation, expansion and rehabilitation of pits and quarries and associated activities;*
- c) policies with criteria to establish a clear and reasonable mechanism to permit official plan amendments to designate new or expanded mineral resource extraction sites to make the resource available for use;*
- d) policies requiring applicants for designations for the establishment or expansion of aggregate extraction sites to undertake appropriate studies, including where applicable, the studies necessary to address the requirements contained in this Plan having regard to provincial standards and guidelines;*
- e) policies for the purpose of applying Policy 3.4.8 at the local level, in accordance with the policies of this Plan and the Niagara Escarpment Plan, the Greenbelt Plan and the Provincial Policy Statement, where applicable;*

- f) *policies to recognize existing licensed mineral aggregate extraction sites and existing extractive designations and protect them from new development that would require approval under the Planning Act, if that development would preclude or hinder their expansion or continued use or would be incompatible for reasons of public health, public safety or environmental impact;*
- g) *policies to address aggregate uses in the Prime Agricultural Area in accordance with provincial policy;*
- h) *policies requiring applicants proposing permitted non-agricultural uses on rehabilitated mineral aggregate extraction sites in or abutting designated Prime Agricultural Areas to demonstrate that the proposed development will be compatible with the adjacent agricultural area or be designed to minimize and mitigate impacts to adjacent agricultural operations to the greatest extent feasible;*
- i) *policies to permit wayside pits and quarries portable asphalt plants and portable concrete plants used on public authority contracts, without the need for an official plan amendment, rezoning, or development permit under the Planning Act in all areas, except those areas identified in Policy 3.4.7; those areas of existing development or particular environmental sensitivity which have been determined in the local municipal official plan to be incompatible with extraction and associated activities or those areas within the Niagara Escarpment Plan the Oak Ridges Moraine Conservation Plan, the Greenbelt Plan and the Provincial Policy Statement unless permitted by these Plans;*
- j) *policies to prohibit the establishment or expansion of commercial peat or organic soil extraction operations.*

The Plan's directions are clear with respect to the content required in a local Official Plan. The draft Official Plan Amendment should address these items.

Schedule C identifies High Potential Mineral Aggregate Resources Areas (HPMARA), meaning lands which contain primary and secondary sand and gravel resource areas, and selected bedrock resource areas that are not constrained by provincial or municipal policies that prohibit aggregate resources extraction. The Peel Region Official Plan Review took an approach to scope down the extent of available resources provided by the Province, reducing the amount of land in the Town that is the location of high potential resources from approximately 25% of the Town's land area to 10.5% of the land area. This is

detailed in the [Region’s technical paper on aggregate mapping methodology, which provided for a new](#) High Potential Mineral Aggregate Resources Area schedule and maintained land use designations as currently existed.

A proposal for new mineral aggregate extraction can be filed on any lands, regardless of whether or not “potential resource” is available, such an application would be on its planning merits.

Effective July 1, 2024, the Peel Region Official Plan has been deemed to be a policy document of the Town of Caledon. For housekeeping purposes, there is potential to consolidate or repeal the Regional policies into the Town Official Plan, eliminating the duplication.

3.0 Caledon Community Resource Study and OPA 161

In 1996, the Province modified the Region's then-newly adopted Official Plan by identifying "High Potential Mineral Aggregate Resource Areas" to be protected in accordance with the PPS. This decision was appealed to the Ontario Municipal Board by parties including the Region and Town, and the outcome was an agreed upon set of amendments, including new policies directing the preparation of a comprehensive study on the management of aggregate resources within Caledon.

Shortly after, the Region and Town jointly initiated the Caledon Community Resource Study (CCRS) with the intent to resolve many of the points of disagreement and to develop a policy framework at both the Regional and local level for the management of aggregate resource extraction, including a rehabilitation master plan and implementation plan. The following is an overview of the study process, findings, and significance of the CCRCS to Caledon today.

3.1 Overview of the CCRS

The vision for the study was "to develop a sustainable community model for the management of the aggregate resource that will enable the Caledon ecosystem and community to be maintained and enhanced over the long term". The Terms of Reference identified the following goals:

- To prepare an optimum Aggregate Management Strategy for mineral resource extraction, which meets environmental, economic and social objectives, while enabling the aggregate industry to meet market requirements;
- To prepare a Rehabilitation Master Plan with directions on after use including specific directions for particular areas;
- To establish an Implementation Plan outlining mechanisms for accomplishing the Aggregate Management Strategy; and 4. To recommend policies for the Region and Caledon Official Plan(s) which reflect the appropriate level of detail, with respect to the above goals.

The CCRS was undertaken in the following phases, as described below:

- Phase 1 - Data Collection and Synthesis
- Phase 2 - Analysis and Alternatives for Action
- Phase 3 - Study Findings and Recommendations

Phase 1: Background Analysis and Synthesis (March 1998) included:

- a) An assessment of the overall study area and scale in relation to legislative and land use policy frameworks that are of relevance to aggregate resources;
- b) A Public Interaction Needs Assessment Study (PINAs), an open house, community questionnaire, transportation questionnaire, and aggregate producer interviews;
- c) The identification of community and resource issues relating to matters including community impacts, transportation, rehabilitation issues, economic costs and benefits of aggregate activity; and
- d) A preliminary identification of potential opportunities for aggregate extraction, and constraints that should be placed on aggregate extraction to ensure appropriate management.

Phase 2: Resource Analysis and Conceptual Strategy Development (August 1998) included:

- a) Further refinement of the opportunities and constraints initially identified in Phase 1, and identifying exclusionary or partial constraints;
- b) Identification of a series of resource management strategies which might be applied on a town wide basis and/or on a separate area basis;
- c) Identification of Resource Areas and an evaluation based on the specific features and characteristics of the area, and in the context of potential opportunities and constraints;
- d) Sensitivity testing for aggregate extraction in those areas where they have information from the subwatershed studies which have been undertaken by them; and
- e) Identification of a preferred strategy for resource management for the Town as a whole, and each resource area.

Phase 3: Study Findings and Recommendations (May 1999) included:

- a) Identification of the guiding principles of the aggregate resource management strategy for the Town and integration into the policy framework;
- b) Identification of the specific town-wide strategies and their implementation mechanisms;
- c) Determination of a strategic direction (prioritization) for the resource from the "big picture" perspective;
- d) Characterization of the land use and resource management strategy (LURMS) for the ten (10) aggregate resource areas;
- e) Characterization of a Rehabilitation Master Plan for its preparation and development for each of the ten (10) resource areas;
- f) Policies framework for the Town, related to aggregate resource management; and

- g) Framework and process for implementing the proposed aggregate resource policies including the monitoring of the area and the formulation of an Advisory Aggregate Committee.

3.2 Results and Implementation

As a result of the CCRS, the study team identified a proposed solution for the aggregate issues, which were "made in Caledon, for Caledon". The comprehensive analysis of aggregate resource management in Caledon was designed:

To balance the protection and use of mineral aggregate resources with other goals of the Town as expressed in the Official Plan, including, but not limited to maintaining the local community-based values; protection of the Town 's natural ecosystems and cultural/human heritage resources; and strengthening the local economy and tax base.

The study was concluded with the preparation and presentation of:

1. Recommended Town-wide resource management strategies;
2. Land use and resource management strategies for identified resource areas;
3. Specific policies for evaluating aggregate resource management decisions within the community;
4. A schedule identifying Caledon's High Potential Mineral Aggregate Resource Areas (CHPMARA); and
5. Additional information to assist in the interpretation and implementation of the aggregate related policies.

On March 27, 2000, Caledon Council adopted Official Plan Amendment No. 161 (later appealed to the Ontario Municipal Board), which implemented the results of the CCRS and introduced new, locally specific aggregate policies in the Town of Caledon Official Plan (largely Section 5.11-Mineral Resources).

3.3 Contents of OPA 161

The Town’s current Official Plan² houses its mineral aggregate policies in Section 5.11. The policies are introduced by a long preamble with a concluding statement:

The Town is characterized by its rolling hills and valleys, rivers and streams, natural landscapes, agricultural lands, rural residential areas, historic hamlets/villages, parks and conservation areas, hiking trails, the Niagara Escarpment, and the Bruce Trail. The Town’s Mineral Aggregate policies are based on the need to balance the protection, use and enjoyment of these human and environmental features with the sometimes competing priorities for the protection of the mineral aggregate resources for future extraction. The wise management of the Town’s aggregate resources is critical to preserving Caledon’s unique identity and character.

OPA 161 also included eight Town-wide objectives:

- 5.11.1.1 *To ensure that the extraction of aggregate resources is undertaken in a balanced manner which adheres to the Ecosystem Planning and Management Objectives contained in Section 3.2 of the Plan and which will recognize Caledon’s community character and social values over the short and long-term.*
- 5.11.1.2 *To provide a framework for orderly extraction of aggregate resources that provides for a greater degree of certainty to both the aggregate industry and the community, ensures the efficient use of infrastructure, minimizes impacts, and encourages timely rehabilitation.*
- 5.11.1.3 *To provide a framework to allow as much of the aggregate resource as is realistically possible to be made available for use.*
- 5.11.1.4 *To protect aggregate resources identified as Caledon High Potential Mineral Aggregate Resource Areas (CHPMARA) as identified on Schedule L for possible future extraction. Development within or adjacent to the protected areas that would preclude or hinder extraction or access to the aggregate resources will be restricted.*
- 5.11.1.5 *To minimize the impact of aggregate related traffic on the community.*

² The “Current Official Plan” refers to the 1979 Official Plan that remains in effect for existing settlement areas and Town-wide mineral aggregate policies—until such time as those policies are replaced by amendment to the Future Caledon Official Plan.

- 5.11.1.6 *To establish a set of clear, balanced, and standard criteria for evaluating applications for new or expanded aggregate operations that will contribute to achieving the goals and objectives of this Plan.*
- 5.11.1.7 *To minimize the disturbed area and achieve beneficial end uses by encouraging and promoting the speedy, progressive and final rehabilitation of both new and older aggregate operations and the preparation of a Rehabilitation Master Plan for each of the ten aggregate resource areas.*
- 5.11.1.8 *To improve aggregate resource management in the Town through co-operation with the aggregate industry and other stakeholders in joint sponsorship or ventures.*

Many of these objectives remain aligned with the contemporary 2020 Provincial Policy Statement and full slate of Provincial plans.

The Plan details the mapping methodology for identifying “Caledon High Potential Mineral Aggregate Resources Areas” where high quality resources are available (Section 5.11.2.1). Applications outside of these lands were to be discouraged (Section 5.11.2.4.5), but it must be noted that there is no barrier or prohibition possible on receiving an application for such lands.

The Plan outlines a number of permitted uses and processing requirements for applications for new mineral aggregate extraction (Section 5.11.2.2.4), including locations where new or expanded uses are prohibited (Section 5.11.2.2.5). An Official Plan Amendment is required for all new or expanded aggregate operations and will remain the case for future applications. This includes permissions of operationally related uses such as stockpiling and blending of recycled products, agriculture, forestry, and non-intensive recreational uses. Asphalt plants, ready-mix concrete plants, aggregate transfer stations and similar uses may also be permitted subject to a site-specific Zoning By-law (but not within lands in the Niagara Escarpment Plan Area).

Mineral aggregate operations are permitted within and adjacent to a number of features is contained in Section 5.11.2.2.6, subject to meeting a number of constraints spelled out in detail in the Current Official Plan:

- In Environmental Policy Areas that are solely Valley and Stream Corridors draining less than 125 hectares
- Locally significant wetlands
- Woodland core areas and other woodlands
- Other wetlands

- Groundwater recharge and discharge areas
- Core Fishery Resource Areas and Other Fishery Resource Areas within Valley and Stream Corridors draining less than 125 hectares
- Groundwater recharge and discharge areas
- Lands that are solely Significant Wildlife Habitat
- Potential Environmentally Sensitive Areas

Prohibitions on operations in the above areas were added by OPA 186 if the criteria for Oak Ridges Moraine Key Natural Heritage Features and Hydrologically Sensitive Features, and their associated Minimum Vegetation Protection Zones is met, subject to additional criteria (Section 5.11.2.2.7).

OPA 226 added permissions for mineral aggregate operations within Greenbelt Key Natural Heritage Features and Key Hydrologic Features, and their associated Vegetation Protection Zones, provided:

- The Greenbelt KNHF or KHF does not satisfy the criteria for any other area or feature listed in the long list above (with limited exceptions to that).
- The mineral aggregate operation meets all of the applicable provisions contained in Section 5.11.2.2.6, a long list of environmental features criteria (Section 5.11.2.2.8).

Permissions for extraction in prime agricultural areas are also permitted, subject to rehabilitation as required or appropriate (Section 5.11.2.2.9), which remains in compliance with the relevant Provincial plans and policies.

Permissions and policy guidance for wayside pits and quarries are provided, which permit the uses without a *Planning Act* application requirement (Section 5.11.2.3). These remain in general conformity with the relevant Provincial plans and policies, but may benefit from the application of some guidance around the scale and scope of such operations to support the Provincial framework.

Complete application requirements are found in Section 5.11.2.4, and include a range of study requirements including planning rational, a traffic impact study, social impact assessment, “environmental investigations” as required by the Plan and all relevant approval agencies, visual impact report, cultural heritage survey, water resources study, noise and vibration impact assessment, dust and air pollutant assessment (showing mitigation “to acceptable levels”), and demonstration of no “unacceptable land use conflicts.” The Town would consider monitoring and operational plan assessment, and for rehabilitation done in a progressive and timely manner (Section 5.11.2.4.3). Peer Review requirements were also included (Section 5.11.2.4.6). Multiple policies are provided

specifying the content of many of the reports above. The materials were to be made publicly available (Section 5.11.2.4.7).

Policy provision was also made for how to handle circumstances when the Province would notify the Town of proposed amendments to conditions on an existing licence or site plan (Section 5.11.2.4.10).

Policies around haul routes, road accesses, and improvements of roads as a condition of approval—and generally not to be at public expense—are provided in Section 5.11.2.5 of the Current Official Plan. This included requirements around corridor design.

An Area of influence around Caledon High Potential Mineral Aggregate Resources Areas and existing extraction limits was provided to ensure applicants “will bear primary responsibility” for the mitigation of potential land use conflicts between the proposed use and the aggregate extraction operation (Section 5.11.2.6). Detailed criteria around establishing new sensitive land uses in this Area of Influence (300 metres for sand and gravel operations; 500 metres for quarries) is provided, along with what forms of development would be considered including interim uses and settlement area expansions (Section 5.11.2.6.5 through .7).

A range of rehabilitation policies are included in the Current Official Plan (Section 5.11.2.8). A series of rehabilitation master plans were contemplated to be prepared (11) but only one was prepared, with additional design guidance in Section 5.11.2.10.

A general policies section was also included in the Plan to establish an Aggregate Advisory Committee and its responsibilities, including some data monitoring requirements (Section 5.11.2.9.1 through .3). “Resource rescue” was also able to be considered, to mitigate against sterilization of resources through urban development (Section 5.11.2.9.4), as well as considering development adjacent to another urban settlement outside of Caledon (Section 5.11.2.9.5). On-site resource use for sites not in a Caledon High Potential Mineral Aggregate Resources Areas was possible, subject to criteria (Section 5.11.2.9.6). Resource conservation and tax incentives for progressive rehabilitation were also to be encouraged (Sections 5.11.2.9.7 and .8). Mineral aggregate operations are also exempted from selected soil management and slope policies (Section 5.11.2.9.12). Subwatershed study work is also to be considered in this review, where such reviews exist (Section 5.11.2.9.13).

Section 5.11.2.9.10 allows for consideration of change to ecological functions and attributes, subject to a demonstration of no negative impacts:

For the purpose of interpreting Sections 3.2 [Ecosystem Planning and Management, entire section] and 5.7 [Environmental Policy Area designation], in the context of mineral aggregate operations, the terms "protect" and "maintain" shall be

interpreted to allow a consideration of change to ecological functions and attributes, subject to a demonstration of no negative impacts, as defined in Section 5.11.2.9.11.

The current Official Plan does allow for change to “functions and attributes” but is subject to a “no negative impacts test, with a definition of “negative impacts” as it applies to the review of mineral aggregate applications provided in Section 5.11.2.9.11:

For the purpose of interpreting Sections 3.2, 5.7 and 5.11.2.2.6, in the context of considering applications for new or expanded mineral aggregate operations, "negative impacts" shall mean:

- a) Any loss of area of Core Area of the Greenlands System in Peel. Any loss of area of Environmental Policy Area, except as otherwise permitted by this Plan:*
- b) Any loss of significant ecological functions or attributes within a Core Area of the Greenlands System in Peel or Environmental Policy Area; and,*
- c) Allows a consideration of change to ecological functions and attributes within a Core Area of the Greenlands System in Peel or Environmental Policy Area, subject to subsections a) to b).*

Mineral aggregate operations within the Niagara Escarpment Plan Area shall also conform to the policies and development criteria contained in the Niagara Escarpment Plan. In the case of conflict between Section 5.11.2.9.11 and the Niagara Escarpment Plan, the more restrictive policies shall apply.

Note that the Town’s Current Official Plan also contains a number of policies around other areas such as air quality, ecosystem planning and management, traffic and transportation planning, land use compatibility—all of which would additionally factor into a full and comprehensive review of a proposal for new mineral aggregate operations.

3.4 Analysis of the Current Official Plan

A core component of the Supplementary Aggregate Policy Study is to identify areas to strengthen the full policy framework. At 31 pages long (5% of a 626-page document), there is an incredible amount of detail in the Current Official Plan—and many of the strengths of the current policies may be lost in the length of the policies. Some of it would not typically be relevant or included in a contemporary policy framework (multi-page objectives, study terms of reference), and there have been updates to reflect the Oak Ridges Moraine Conservation Plan and one targeted addition related to the Greenbelt Plan.

Concerns and issues raised through public engagement are generally covered by existing policies in the Current Official Plan. The Peel Region and Town of Caledon Joint Aggregate Policy Review described the current framework as, “a very thorough set of aggregate policies, laying out in detail the tests that need to be met in considering new applications.” Many of the components of OPA 161 are found in more recent official plans in aggregate-producing municipalities in Ontario:

- There are policies around adequacy of monitoring programs, including the production and sharing of monitoring databases.
- There is policy direction to use “operational plans” to design an operation that helps to minimize impacts.
- There is policy direction to codify the results of review on an *Aggregate Resources Act* site plan.
- There are policies around traffic safety assessment and road network improvements (applicability of this component going forward may be blunted through amendments to the *Aggregate Resources Act*).
- Detailed criteria on development restrictions in and near to Caledon High Potential Mineral Aggregate Resource Areas.
- A “no negative impacts” test (with some changes potentially permitted on review of an application) is currently enshrined in the environmental policy framework, which conforms to the Greenbelt Plan.
- An “area of influence” is defined, with distances that align with the new *Aggregate Resources Act* standard for enhanced flyrock management measures and the D-6 Guidelines around land use compatibility.

There are also enhanced policies around visual impact, road improvement studies, and social impact assessment. Clarity around some of these items may be helpful in the new Official Plan, but even the current policies go beyond what is seen in other official plans.

In some respects, definitions of “unacceptable impacts” and “negative impact” are provided. “Acceptable levels” is used many times, but without definition. This is an entirely common approach in municipal policy, typically resulting in reference to existing standards or rules (e.g., Provincial standards on air quality emissions). The uneven approach of this language across the Current Official Plan has been raised through the ARCWG as a source of confusion, with the lack of clarity potentially blunting the effectiveness of the Current Official Plan. There is an opportunity in the new policies to better clarify the intent of a number of these policies and how that particular item is to be assessed.

A robust framework and future work plan around rehabilitation of sites was included in the Current Official Plan. Its full implementation was never completed. While ambitious, it may

have been too large. Discussions with ARCWG have identified concern over the incomplete nature of many Town studies. Care should be taken to ensure future work out of this study is focussed and achievable.

The existing Caledon Mineral Resource policies do not include provisions for quarry blasting impacts such as noise, vibration and fly rock as the Town has no ability to control for this or require setbacks. The *Aggregate Resource Act* and O.Reg. 244/97 set out requirements that operators must follow with respect to blasting—noting significant public and ARCWG input has been received on this topic.

It is also noted that a number of Town-wide policies additionally apply to mineral aggregate application review under the Current Official Plan.

It is also noted that a new Natural Environment System was incorporated into Chapter 13 of the Future Caledon Official Plan. These policies can be characterized as applying to all of the Town of Caledon—but the policies were never intended to deal directly with mineral aggregates. As detailed throughout this report, multiple layers of Provincial direction apply to create a separate policy framework for mineral aggregates and the relationship with the environment.

Comment has been received that these new policies reflect a Town-wide weakening of the environmental policy framework. It is noted that:

- 27,170 hectares of land are designated either Natural Features and Areas (no development) or Supporting Features and Areas (while development permissions exist, an environmental study is first required to support potential development), versus 21,310 hectares of land in the Current Official Plan (a 5,860 hectare increase, representing 27% more land).³
- There continues to be a requirement for an environmental study to be completed where the Supporting Features and Areas designation applies prior to any development occurring.

³ The difference between Natural Features and Areas (Future Caledon Official Plan) and Environmental Protection Area is 680 hectares more in the new Official Plan (approximately 3%)—although noting there were limited development permissions in some lands designated Environmental Protection Area in the Current Official Plan.

4.0 Issues Raised Through the Working Group

This Report addresses the questions surrounding mineral aggregate policy as raised by the Aggregate Resources Committee Working Group. The process and issue areas are outlined below.

The ARCWG engagement process has involved both large group meetings and smaller, subtopic-focused group discussions. Attendees of these meetings include the Project Manager, Town Staff, and the ARCWG members. The meetings are structured with a facilitator guiding the discussion.

The smaller group meetings were concentrated on specific topics. Topics meetings typically involve an expert in the relevant field to deliver a presentation. Following the presentation, the ARCWG engages in discussions to address areas of concern and formulate policy ideas. There have been 10 small group meetings to date, with the focussed topics listed in chronological order below:

1. Mapping of High Potential Mineral Aggregate Resource Areas
2. Credit Valley Conservation's "Pits to Parks" initiative and Jim Tovey Lakeview Conservation Area (Excess Soil)
3. Transportation
4. Valley and Stream Corridor Mapping
5. Land use compatibility
6. Blasting and fly rock
7. Hydrology and hydrogeology
8. Other uses
9. Social impact
10. Environmental policy

The small group meetings did not address all areas of concern posed by the ARCWG. Some issues were briefly discussed at "large group meetings" held monthly in 2024 dedicated to reporting back to the larger group for a second and closing discussion on the issues above. A range of additional questions and issues came up in these meetings. To date, there have been 12 large group meetings. Meetings with the ARCWG will continue until the completion of this project.

Documents produced by the ARCWG, as well as meeting notes, are available on the Town's [Aggregate Resources webpage](#).

4.1 Vision and Key Principles

A workshop with the ARCWG was held on June 12, 2024, at the request of the group. The purpose and intent of the workshop. That facilitated discussion resulted in the members in attendance agreeing to the following vision for the Study:

The purpose of this Caledon aggregate policy initiative is to maintain and enhance the health, safety, and quality of life of our residents and our community, and our natural environment and water resources to the full extent of the Town's legal jurisdiction.

The members in attendance also agreed to a series of Key Principles that the project team should consider in developing policy recommendations:

- The requirement to identify and protect the resource and make as much available as is realistically possible and feasible is a Provincial policy. The municipality must be guided by all the considerations under Section 2 of the Planning Act and all relevant provisions of the Provincial Plans, the Region of Peel Official Plan and the Provincial Policy Statement, not just this one Provincial Policy.
- Aggregate extraction is a major facility that is incompatible with rural and sensitive land uses - including rural settlement areas – that but for Provincial policy and legislation would not be permitted within the rural landscape of the Town.
- Aggregate extraction permanently destroys the pre-existing features and functions on the landscape, which cannot be protected on lands where aggregate extraction is allowed to occur.
- Subject to limitations in the Town Zoning By-law, the Province regulates the operation of aggregate sites through Aggregate Resources Act (ARA) approvals. Once licensed, the day-to-day operation is governed by the ARA site plan and not by the Town.
- Aggregate extraction is specified to be a land use under Section 34(2) of the Planning Act and changes in the land use contrary to the provisions of the Zoning By-law require amendments to the By-law.
- The municipality has the role to determine through the OP and Zoning where aggregate operations are to be located and to determine the use of the land that is to be permitted through zoning in accordance with Section 34 of the Planning Act.
- The Official Plan shall provide a framework to guide zoning decisions on where land uses that comprise aggregate extraction may occur. It shall also guide the use of measures in addition to zoning to implement the policies of the Official Plan.

- The policies shall be formulated to be as precise and prescriptive as is realistic in order to achieve the Town's vision in a clear manner and should provide for public participation in decision making where site specific evaluation is required.
- Existing sources of data and expertise, and technology should be used to identify and map areas throughout Caledon where aggregate extraction shall not occur based on local constraints such as water resources and sensitive land uses.
- It shall be recognized that where aggregate resources are being identified and protected under the Official Plan, other capital intensive and/or sensitive land uses may be restricted. The Town will not identify and protect resources where:
 - There are incompatible existing or future land uses;
 - There is the potential for other land uses that support the rural economy and institutions, and therefore serve a greater long-term public interest;
 - There are issues of public health, public safety, and environmental impact.
- There are a number of existing operations established prior to modern environmental and planning legislation applying. These operations may not meet current standards or expectations for aggregate operations and should have contemporary standards applied to each.
- Planning policies and related measures should be used to achieve progressive and final rehabilitation of pit and quarry operations and viable end uses.

The project team must note that not all of the principles would fully align with a duty-bound requirement to provide recommendations that conform to the full range of Provincial plans and policy—as an example, resource identification based around potential uses of land. These remain important considerations to consider when preparing the draft Official Plan and Zoning By-law Amendments.

Public input on this vision and principles suggested that the statement needs to include more specific and actionable elements to address the key principles and vision. Public input is detailed in Section 5.0 of this Report.

4.2 Issue Areas

In the January submission to Council, the ARCWG members asked for focused discussions in 13 individual issue areas. A further 5 areas were raised in further discussion. Not all items received a full discussion, and other areas were consolidated into similar sessions to try and get as many issues addressed as possible. The following subsections detail these questions and the project team's response to each.

It is key to note that the questions in this section come from the ARCWG members and the broader public.

4.2.1 The Legislative Framework around Mineral Aggregates

The ARCWG has identified a number of questions and ideas around the structure and nature of the legislative framework around planning for mineral aggregates.

It is very important for Council and the public to recognize some key and critical structural factors in Ontario’s legislative framework:

1. The process for licencing and approving mineral aggregate operations has been established by the Province of Ontario, and is set out in the *Aggregate Resources Act*, providing a number of criteria and items for proponents to deliver. This is supported by a number of Provincial standards documents and guidelines for handling application reviews.
2. Repeating from Section 2.1 of this Report, Section 66(1) of the *Aggregate Resources Act* states “to the extent that a municipal by-law, official plan or development agreement deals with the same subject-matter as this Act, the regulations or the provisions of a licence or permit or a site plan, the by-law, official plan or development agreement is inoperative.” This is the limitation that prevents a municipality from applying standards via by-law for a wide range of land use matters, including setbacks internal to an aggregate operation’s site, noise, air quality. This is not to say that municipal policies cannot (nor should not) set clear expectations around how applications should be considered and the basis on which they might be refused if applicable tests are not met. It does say, however, that many forms of municipal standards (e.g., a noise by-law) do not apply to mineral aggregate operations—despite that some Ontario municipalities have passed such By-laws.
3. In the same vein, enforcement of mineral aggregate operations is a Provincial responsibility, with compliance reporting outlines in Sections 15 and 15.1 of the *Aggregate Resources Act*. Noting considerable public input has been received by the project team on the Ministry of Natural Resources and Forestry’s enforcement record, these duties cannot be taken on by the Town of Caledon.
4. Multiple legacy operations exist in the Town of Caledon that have not undergone scrutiny for contemporary environmental and operational standards. Like other long-established uses, there is no mechanism to compel or require these sites to be reviewed or “upgraded” based on decisions made by the Province over many decades.
5. Land use planning decisions are required to be consistent with Provincial policy statements issues under Section 3(1) of the *Planning Act* and shall conform with (or

shall not conflict with, as the case may be) any Provincial plans in effect, per Section 3(5) of the *Planning Act*. Where Provincial policy is permissive of mineral aggregate uses, local municipal policy needs to align to the extent possible. (This is one reason why most municipal official plans include a policy on making the maximum amount of potential mineral aggregate resources as available as possible.)

6. There is no route in the *Planning Act* to support the refusal or turning away of planning applications, or to declare a moratorium on certain types of planning applications. It is important that municipalities have resources available to intake and address such applications, whenever they may come.
7. While Section 124 of the *Municipal Act* states a municipality can “regulate the operation of a pit or quarry”, there is a carve-out that a by-law passed under this section does not apply in a part of Ontario designated in a regulation under section 5(2) of the *Aggregate Resources Act*. The Region of Peel is so designated in O.Reg. 244/97 under the *Aggregate Resources Act*, limiting the applicability of the *Municipal Act*.
8. Bill 185’s amendments to the *Planning Act* permit appeals on municipally-initiated amendments. Third party appeals are now limited to “specified persons” that include applicants and identified public agencies, as well as mineral aggregate operations for applications within 300 metres of a licenced boundary.

These are important boundaries and constraints municipalities need to respect in handling all land use planning matters—not solely mineral aggregate matters.

The various Provincial plans outline a policy framework within which municipalities can operate—and provide for an opportunity for municipalities to review such measures through the *Planning Act* application processes and as a contribution into the overall *Aggregate Resources Act* process that governs application review.

4.2.2 Land Use Compatibility (Dust, Air, and Noise)

The ARCWG has identified concerns regarding dust, air and noise management. They highlighted the importance of balancing the interests of development with the protection of community health and the environment by implementing stricter controls and standards for aggregate operations. Noise and particle matter generated by operations and trucks was brought up as a concern and disturbance as these matters may pose risks to human health. It was suggested that practices for long-term air quality monitoring should include the use of advanced technologies for real-time monitoring and the establishment of stringent minimum standards to mitigate these impacts.

Questions and ideas raised by the ARCWG include:

4.2.2.1 Questions Regarding Compatibility

- 1. *Is the test of compatibility between major facility land uses and sensitive land uses in order to protect aggregate resource areas and aggregate operations, a reasonable approach?***
- 2. *If adverse effects to sensitive land uses cannot be avoided or long-term aggregate extractions are not ensured, should the municipality demonstrate that the sensitive land uses are or are not acceptable?***
- 3. *Are the only tests for land use compatibility the Provincial tests and should the municipality establish Caledon tests for the location of sensitive land uses, e.g., operational noise, air quality, dust, vibration, truck noise?***
- 4. *Should the Caledon Official Plan establish municipal/community tests for new and expanded aggregate operations and aggregate resource areas to determine their compatibility with existing and planned sensitive land uses?***
- 5. *Is it acceptable that there are no Provincial tests to protect community-wide existing and planned sensitive land uses from existing, planned or proposed aggregate extraction and resource areas?***

Section 1.2.6.1 of the Provincial Policy Statement establishes the test for compatibility:

Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate and 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.

Avoidance is preferred. Where not possible, mitigation and minimization are the test. The Provincial policy framework—to which Caledon’s decisions must be consistent with—provides for a range of permissions and directions on the issue of mineral aggregates. Further, the minimum compliance requirements are measured in accordance with “provincial guidelines, standards and procedures.”

This does not serve to prevent the Town from working to establish stricter guidelines or standards, and to push proponents for those during reviews. There may in fact be better standards or thresholds to provide for more optimal solutions—the Provincial framework makes it challenging to compel delivery of those enhanced standards. It also does not prevent setting a policy need for a monitoring regimen, appropriate established to monitor a range of emissions.

It is true there are by-laws in other jurisdictions that set out to regulate pit and quarry operations and setbacks. The setup of the *Municipal Act* and the *Aggregate Resources Act* do not enable the use of by-laws by Caledon in these areas. Official plan policies that trend toward regulatory standards are similarly limited.

The Provincial Standards for considering aggregate applications are used by applicants to study the impacts and mitigation of impacts. These applicants' expert studies recommend measures on site plans to mitigate impacts beyond the limits of the licenced aggregate site boundary. The recommendations of those studies serve to inform applicant's proposals, which are routinely peer reviewed by municipalities and their experts. They do include a range of requirements and setbacks. For example, in the Provincial Standards of Ontario – Category 2 – Class A Quarry Below Water document, dust suppressing or collection devices, where the equipment creates dust and is being operated within 300 metres of a sensitive receptor. Scrap materials are not allowed within 30 metres of any body of water and 30 metres from the boundary of the site.

Mineral aggregate operations are also subject to a wide spectrum of additional Provincial regulations and enforcement, established by the Ontario Water Resources Act, the Environmental Protection Act, Endangered Species Act, Niagara Escarpment Planning & Development Act, the Clean Water Act, the Greenbelt Act, the Conservation Authorities Act, the Places to Grow Act. Beyond the limits of the licenced aggregate operation, the Highway Traffic Act and Regulations will apply to the truck transportation of the aggregate product.

Caledon has the ability to enact goals, objectives and policies under the *Planning Act* to designate and zone for aggregate sites. Official Plan policies that protect the interests of the community and ensure environmental protection and management should be established and apply whenever a planning and aggregate resource application is considered by Council. The Town can and should push for maximum protection—the establishment of set standards may be difficult to uphold.

4.2.2.2 Questions Regarding Sensitive Uses and Separation Distances

- 6. *The Provincial D-6 Guideline is applied when a sensitive land use is proposed to encroach on an existing pit or quarry, then is it understood that the minimum separation distances are only applied to the sensitive land uses?***
- 7. *Is there merit in Caledon establishing a separation distance between identified aggregate resource areas (HPMARAs) and existing and planned aggregate operations, and the existing and planned sensitive land uses, particularly residential settlement areas and residential clusters?***
- 8. *Should Caledon consider establishing a rigid separation distance from future existing and designated sensitive land uses to all aggregate resource operations?***

9. Can the language outlined in the D-6 guideline be integrated into our policy document to emphasize the incompatible nature of certain operations?

The objective of the Provincial D-6 Guideline is “to minimize or prevent through the use of buffers, the exposure of any person, property, plant or animal life to adverse effects associated with the operation of specified facilities”, including mineral aggregate operations.

The D-6 Guideline applies to the compatibility between operations and sensitive land uses. Quoting Section 1.1 of the Guideline, its objective is, “to prevent or minimize the encroachment of sensitive land use upon industrial land use and vice versa, as these two types of land uses are normally incompatible, due to possible adverse effects on sensitive land use created by industrial operations.” The Guideline does not apply to proposed and expanding pits and quarries under the *Aggregate Resources Act*, except this guideline should be utilized when sensitive land use encroaches on an existing pit and/or quarry if no study is provided (Section 1.2.4). It is not a two-way test: the D-6 Guideline does not “mandate” a setback for mineral aggregate operations. The Provincial standards for aggregate applications and the Town Official Plan currently require, and will continue to require, studies to address land use compatibility.

The Guideline establishes the “Potential Influence Area” of 1,000 metres where adverse effects on sensitive land uses are expected to occur. The “Actual Influence Area” is typically a minimum of 300 metres measured from between the sensitive land use and major facilities quarry. The Provincial Guideline establishes that the influence area for existing pits and quarries is to be determined on a case-by-case basis, and goes as far as to require a study.

The Town has already started going down this route in Section 5.11 of the Current Official Plan—which also provides for an area of influence of a pit operation is 300 metres and that the area of influence of a quarry operation is 500 metres, within which enhanced studies are required. The D-6 Guideline area of influence is 1,000 metres. Caledon, in its Official Plan, should harmonize its framework with an area of influence around operations (current and proposed) with policy to address how land use compatibility can be addressed whenever a new or expanding pit or quarry is proposed.

The Caledon Official Plan policies cannot establish rigid and fixed separation distances between existing and proposed aggregate and aggregate-related operations. Various Provincial standards shall apply, or the outcomes of studies helping to determine appropriate setbacks and quarry designs. The Official Plan policies shall require that the

assessed adverse and negative impacts shall be mitigated by the aggregate licence and site plan and shall not extend beyond the boundaries of the licenced aggregate operation.

4.2.2.3 Questions Regarding Residential Influence Areas

10. Should Land Use Compatibility Policies 1.2.6.1 and 1.2.6.2 of Provincial Policy Statement 2020 be interpreted to require that the development of pits and quarries shall be avoided within residential influence areas?

Section 1.2.6.1 is a Provincial positive direction that pits and quarries, and sensitive land use “shall be planned and developed to avoid” ... “any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety” but also “to ensure the long-term operational and economic viability” of pits and quarries, “in accordance with provincial guidelines, standards and procedures”.

Caledon shall be satisfied that planned sensitive land uses that “are vulnerable to encroachment” to protecting “long-term resource extraction activities” meet all of the required Provincial tests, otherwise the sensitive land uses should not be approved.

It will be a critical test to ensure potential impacts on sensitive land uses are avoided, or mitigated or minimized to the greatest extent possible, in the draft Official Plan Amendment and as clarified by implementing the future Caledon Aggregate Standards Manual.

4.2.2.4 Questions Regarding Monitoring

11. Should real-time monitoring of noise and air quality be required at operations to obtain more and better data on area concerns?

12. Can the Town identify preferred technological solutions for monitoring and operational activities?

13. How can the policies better recognize, reflect and respond to exceedances in standards and operational impacts?

14. Can the Town require ambient air quality standards at the boundaries of lands owned or controlled by proponents through approved testing methods? Can operations be monitored using methods initially, with new phases contingent on a demonstrated high level of compliance?

Considerable public feedback has been received about air quality and dust management with existing operations. As with noise and vibration requirements, policy direction shall be considered to ensure effects are contained on site to the greatest extent possible using best available standards and technology. Air quality monitoring is one potential mitigation measure, and standards could be identified in the Caledon Aggregate Standards Manual recommended as a next step and detailed in Section 6.2 of this Report.

It must be noted that there are multiple sources of air pollution: ordinary cars and trucks, unpaved roads, and long-distance emitters, to name only a few. A similar list exists for noise. A comprehensive strategy to address air pollution is necessary to address all local sources. Council could consider requiring a focussed study in this area. The ARCWG received an updated on the Town's ongoing Air Quality Monitoring Study, which may make recommendations on future work that should consider the recommendations out of this study.

15. Why does the noise by-law for these sites start at 6 a.m. rather than the more common 7 a.m. start time in other municipalities?

This is feedback that should be provided to a future review of the Town's Noise By-law, for any harmonization that may be required.

A number of operational time requirements are in the Provincial standards documents. Since 1997, hours of operation are required to be included on an operation's site plan. A future mineral aggregate application shall consider this feedback in review, and for the proposed Caledon Aggregate Standards Manual.

4.2.3 Natural Environment (Water and Natural Heritage)

The ARCWG has brought up a number of concerns regarding the natural environment. They have emphasized the necessity of preserving the quality of the existing natural landscape, including Natural Features and Areas, as a fundamental aspect of responsible development. Protection measures for Highly Vulnerable Aquifers and other water sources was discussed. It was suggested that the availability of comprehensive Natural Features and Areas data for mapping is important for informed decision-making and effective land use planning.

Questions and ideas raised by the ARCWG include:

4.2.3.1 Questions Regarding Adaptive Management Planning

- 1. Is there merit in including adaptive management planning policies in revised Mineral Aggregate policies in the Official Plan?**
- 2. How can local agencies enforce and monitor Adaptive Management Plans in Ontario?**

Adaptive management plans are intended to provide monitoring the impact of aggregate operations on natural features and functions, to ensure their maintenance or enhancement. It is one of many tools available to support mitigation and avoidance of negative impacts of operations. Adaptive Management Plan policies can only be encouraged in the Official Plan as they are currently optional and are not required under the *Aggregate Resources Act*. Recommendations have been included in Section 6 for Official Plan policy which encourages the preparation of Adaptive Management Plans.

No authority exists currently under the *Aggregate Resources Act* for Caledon to monitor aggregate operations and to enforce contravention and offences. Many municipalities do, as part of an Adaptive Management Plan, include requirements for data sharing and monitoring. Halton Region is one municipality that funds a staff position to undertake this work. Should the Town consider an approach where more Adaptive Management Plans are used, resourcing support may be required to deliver on that mandate.

4.2.3.2 Questions Regarding Environmental Policy

- 3. How should Caledon review current environmental policies that are contained in Provincial and conservation authority policies and plans in order to adapt them in the Official Plan with respect to aggregate resource operations?**
- 4. Should the Mineral Aggregate Policies in the Official Plan embed Caledon's environmental policies, or should these policies be cross-referenced within Chapter 20?**
- 5. Is there merit in Caledon focusing on environmental impact assessment for which it has jurisdiction rather than incorporating other agency policies and requirements in the Official Plan?**
- 6. Are Caledon's Natural Environment policies in the Official Plan regarding valley and stream corridors, permanent and intermittent streams, woodlands, and unidentified features appropriate as protective measures in Caledon's assessment of aggregate resource operations?**

Chapter 13 in the adopted Caledon Official Plan provides a comprehensive “Natural Environment System” policies for the entire Town of Caledon. These policies will apply to Caledon’s consideration of aggregate and aggregate-related operations, with augmentation and appropriate cross-referencing to ensure conformity with Provincial and Regional policies. It includes a Section 13.3.2 that the determination of significance of additional or refinements to existing mapped Natural Features and Areas can only be determined through a *Planning Act* process—this provides for the discovery and protection of potential unidentified features, upon which the feature would fit into whichever component of the overall Natural Environment System was discovered.

There are requirements in Provincial plans and policy around how proposals for mineral aggregate extraction are to take into account the natural environment. These shall be built into the Chapter 20 policies (as aligned with the current Official Plan content).

As with any development application, there is a role and responsibility for the Town in undertaking a review for environmental impacts. Species at risk assessments are generally reviewed by the Province through the *Endangered Species Act* but that does not stop the Town from asking questions about those issues.

Woodlands over 0.5 hectares in area that meet the significance criteria of the Peel Region Official Plan (native trees older than 100 years and having late successional characteristics (excludes plantations) are part of the Town's Natural Features and Area designation.

Woodlands over 0.5 hectares in area not meeting those criteria are part of the Supporting Features and Areas designation. An environmental impact study would determine if that feature provides a key function—be that from a significant wildlife perspective, interaction with the water system, or carbon sequestration.

Similarly, wetlands in close proximity to each other that could form a wetland complex would be assessed as part of that same study.

4.2.3.3 Questions Regarding Provincial Policy

7. According to Policy 4.3.2.10 (Non-Renewable Resource Policies) of the Greenbelt Plan 2017, if, prior to December 16, 2004, the existing conforming Mineral Resources policies approved in 2003 are repealed by the adopted Caledon Official Plan, will the new Chapter 20 Mineral Aggregate Resource policies, conforming to Greenbelt Plan 2017, be more restrictive in the Protected Countryside?

Policy 4.3.2.10 very clearly states that the existing policies developed through an older, comprehensive process conform with the Greenbelt Plan, 2017. This position was confirmed in correspondence from the Ministry of Municipal Affairs and Housing through the Peel Region Official Plan Review. The existing environmental policies in OPA 161 shall be among many informative policies in the new Chapter 20.

4.2.3.4 Questions Regarding Highly Vulnerable Aquifers and Source Water Protection

8. If extraction is permitted on or adjacent to a highly vulnerable aquifer, there should be policy direction as to what measures are appropriate to ensure that the aquifer is protected through all phases of operation, including closure and rehabilitation.

9. A map of significant recharge areas should be included in the upcoming Official Plan's aggregate policies.

10. Can we implement a policy to prevent aggregate operations in areas with vulnerable aquifers?

11. What measures should be taken to protect highly vulnerable aquifers?

12. Has source water protection information been reflected on the resource mapping?

Chapter 15 in the adopted Caledon Official Plan sets out the policies for Source Water Protection. Policies regarding Wellhead Protection Areas and Issue Contributing Areas are included in subsection 15.3, policies in the Credit Valley, Toronto Region, Central Lake Ontario and Lake Simcoe Conservation Authorities are included in subsections 15.4 and 15.5. Wellhead Protection in the Oak Ridges Moraine is included in subsection 15.6.

Schedule D4a identifies the “Highly Vulnerable Aquifers”, Schedule D4B identifies the “Significant Groundwater Recharge Areas”, Schedule D6 identifies the “Areas of High Aquifer Vulnerability Oak Ridges Moraine Conservation Plan”, and Schedule D7 identifies the “Wellhead Protection Areas”. These Caledon policies and schedules will be applied in Caledon’s consideration of planning applications and as well in the Caledon Aggregate Standards Manual.

Policy direction should be provided with respect to rehabilitation. An Adaptive Management Plan can also be used to establish monitoring requirements that can provide a mechanism to check for potential contamination where there are source water protection concerns.

It must be noted that an application for new mineral aggregate extraction can be applied for anywhere, not just where mapping shows the resource as available.

4.2.3.5 Questions Regarding Stream Capacity

13. How do we deal with concerns regarding the capacity of streams when managing a site with a lot of water?

This is an issue that is generally applicable to quarry dewatering. An aggregate operator requires a Permit to Take Water for quarry dewatering and aggregate washing, under the Ontario Water Resources Act. The required Ministry of the Environment, Conservation and Parks assessments will need to demonstrate impacts and capacity in discharging groundwater and watercourses.

The Town, the Conservation Authority and other related agencies will provide input to the Ministry’s consideration of the application. Any watershed and subwatershed studies will be available with information to assist in the application. Policies in Chapter 13 of the Future Caledon Official Plan can support this work, and deeper explanation explored in the proposed Caledon Aggregate Standards Manual.

If an applicant cannot demonstrate an adequate technical solution for water resource management, then the Permit to Take Water may not be issued by the Ministry. This is an example where the overlap between the *Aggregate Resources Act* and the *Environmental Protection Act* is problematic. There are examples where a proponent will apply for a Permit to Take Water before the issuance of an aggregate licence and receive an Environmental Compliance Approval that is then included as a condition on the approved Site Plan.

Note that discharge of groundwater could provide an environmental benefit to streams. Generally colder than surface water, it may sustain or enhance fish habitat in streams. Integrated technical studies, using a cumulative lens on total effects, could investigate such a scenario and potentially recommend discharge to a stream as a solution. This hypothetical scenario would fit into the process outlined above.

4.2.3.6 Questions Regarding Water Resource Protection

14. Can the Town require areas with seeps and springs to be adequately protected from aggregate operations?

15. Should Valley and Stream Corridors and Permanent/Intermittent Streams as identified on Schedules D1 and D3 in the adopted Caledon Official Plan be considered as a local constraint on the Provincial aggregate resource areas?

Development or site alteration will not be permitted within any elements of the water resource system (defined in the Future Caledon Official Plan to include permanent and intermittent streams, seepage areas and springs, and groundwater recharge and discharge areas) unless it can be demonstrated there are no negative impacts to various components of the feature and function, as identified in Section 13.10.2 of the Future Caledon Official Plan.

Headwater drainage features are proposed to be reviewed in secondary plans and local subwatershed or equivalent studies, per Section 13.9.10 of the Future Caledon Official Plan. The Chapter 20 aggregate policies should make it clear that these features, too, shall be addressed in the technical studies supporting a development application. Generally speaking, development will not be permitted in these areas unless:

- The Valley and Stream Corridor is assessed and does not satisfy any of the criteria that designate a Core Area of the Greenlands System.
- The ecological attributes and functions of the Valley and Stream Corridor are assessed, and significant attributes and functions will retain and maintain all or part of the feature and/or replaced by progressive and final rehabilitation that minimizes any interruptions to the significant attributes, functions or linkages.
- The alteration or the elimination of the Valley or Stream Corridor will not result in any immediate or longer-term negative impacts or cumulative negative impacts on

adjacent Core Areas of the Greenlands System or other Natural Environment System feature or function.

- The quality, quantity and location of the identified Mineral Aggregate Resource warrants alteration or elimination of the Valley and Stream Corridor that is outside the identified High Potential Mineral Aggregate Resource Areas.

Other policies related to key hydrologic features and functions in Provincial plans shall provide policy direction here (and in the Protected Countryside of the Greenbelt Plan, as influenced by the OPA 161 principles).

Note that municipalities can no longer regulate the depth of mineral aggregate extraction, effectively eliminating the ability to distinguish between extraction above the water table and extraction below.

4.2.3.7 Questions Regarding Cumulative Impact Assessments

16. Should Caledon establish criteria when a cumulative impact assessment on water resources and ecological systems is appropriate and the parameters for assessment?

17. Is there merit in considering other uses for cumulative impact assessment in the Official Plan?

18. Should revised definitions of “cumulative impact or effect” and “cumulative impact or effects assessment” be included in the Official Plan?

19. Should the municipality be responsible for a cumulative impact assessment?

20. Is it appropriate to apply official plan and/or zoning by-law amendment conditions of approval arising from a cumulative impact assessment?

The ARCWG asked several questions around the overall applicability and criteria for use of cumulative impact assessment on potential impacts to water resources and ecological features, and how that would be defined in the Official Plan. The Future Caledon Official Plan has provided a definition of "cumulative environmental impacts" that is helpful for this Study:

“Cumulative environmental impacts” means the incremental effect of an action when added to other past, present, and foreseeable future actions. These changes are characterized by being collectively significant over time and space, by occurring frequently in time or densely in space, and by combining additively or synergistically.

The Future Caledon Official Plan includes cumulative impacts in section 12.5 “Stormwater Management”, and section 13.12.3 “Natural Environment System”. This includes requiring an environmental impact study to answer this question. The impact is assessed on the base conditions that existed from the time the approval authority first requires the study to

be completed and is to require past studies (if they exist) to be considered in the review. It should also include a description of cumulative impacts that have occurred over time prior to the undertaking of the study to understand the fullest history possible of the site.

Chapter 20 should include cross-references to the Chapter 13 policies in the Official Plan and provide positive direction for the establishment of Cumulative Impact Assessment guidelines and standards when considering aggregate applications. The Cumulative Impact Assessment should apply to situations where there are multiple impacts with regard to noise, air quality, water quality and quantity, and natural environment features and features.

4.2.3.8 Questions Regarding Private Wells

21. How can we prioritize the protection of water resources in our policy initiatives, specifically addressing the safeguarding of private wells?

A policy in the Future Caledon Official Plan should be included to address the protection of private wells as a component of application study requirements, to ensure well monitoring and remediation is provided as a condition of an *Aggregate Resources Act* licence approval. Note that private wells are not subject to *Clean Water Act* and source protection principles. An individual who is concerned an operation has damaged a well are encouraged to contact the operator and Ministry of Natural Resources and Forestry (Enforcement Branch, Aurora Office).

4.2.3.9 Questions Regarding Setbacks for Water Tables

22. Consider an increase in the required setback above the water table for accessory uses (from 2 metres to 4-5 metres).

The Town has no legal mechanism to require setbacks from the water table for aggregate uses. Even “vertical zoning” around the depth of extraction is no longer permitted. However, it has been recommended that Council could advocate for the Province to address concerns related to accessory uses and impacts to the water table.

If significant groundwater concerns were identified in a hydrogeological study, such inputs can be considered in the approval process. Policy direction is already provided in Chapter 13 for the protection of the water system.

4.2.4 Transportation

The ARCWG has brought up a number of concerns regarding transportation and highlighted a need for effective traffic management of aggregate trucks to minimize the impact on local

communities. Maintenance of haul routes is essential to ensure that roads are kept in good condition and can handle the heavy loads transported by these trucks. There was discussion related to traffic safety and how it can be prioritized to protect all road users, including pedestrians and cyclists. It was requested that comprehensive traffic management plans, regular maintenance schedules for Haul Routes, discussion about uploading roads to the Province, and stringent safety measures should be implemented.

4.2.4.1 Questions Regarding Haul Routes

- 1. What implementation measures should be included in the Official Plan policies that express the Caledon interest in improved external haul roads and traffic safety?***
- 2. Should new sites be encouraged on existing haul routes, or can there be a strategy around site placement in relation to haul routes?***
- 3. Are the recommendations in the Region of Peel “Transportation Technical Paper” realistic and does Caledon have the capacity to implement these recommendations, particularly with respect to “high-capacity arterials”?***
- 4. If and when Regional Roads become Caledon Roads as part of the transition, how should the Caledon Official Plan establish policies and standards that identify designated Caledon Haul Roads?***
- 5. What are the safety and cost considerations should Regional roads transition to become Town haul routes?***
- 6. Can the Town collaborate with the Ministry of Transportation on conducting a feasibility study to explore alternative haul routes and options to manage truck impacts on settlement areas?***

The existing Caledon Official Plan, in Section 5.11.2.5, directs aggregate trucks to use high-capacity arterial roads as the only haul route locations. Schedule J of the Official Plan identifies these routes:

- Highways 9 and 10 (Hurontario Street)
- Highway 50/Queen Street
- Mayfield Road
- Airport Road
- The portion of Mississauga Road south of King Street
- Former Highways 24 (west of Caledon Village) and 136 (through Alton)

The Future Caledon Official Plan does not completely carry forward this framework. There are now Regional and Town Arterial Roads that correspond to ownership of the segment of road.

The Region’s Goods Movement Strategic Plan identifies and designates aggregate haul routes in Caledon.

Section 11.6 in the adopted Caledon Official Plan sets out policies for Trucking and Goods Movement, but does not include any references to Aggregate Haul Routes.

There are data gaps in the Region’s Transportation Technical Review. The recent studies do not and, perhaps cannot, isolate aggregate trucks from the full truck universe using arterial roads in Caledon. This would be a significant undertaking to try and calculate. What is easily known is the location of the current high-capacity arterials (the six bullet points above) and the location of potential resource areas:

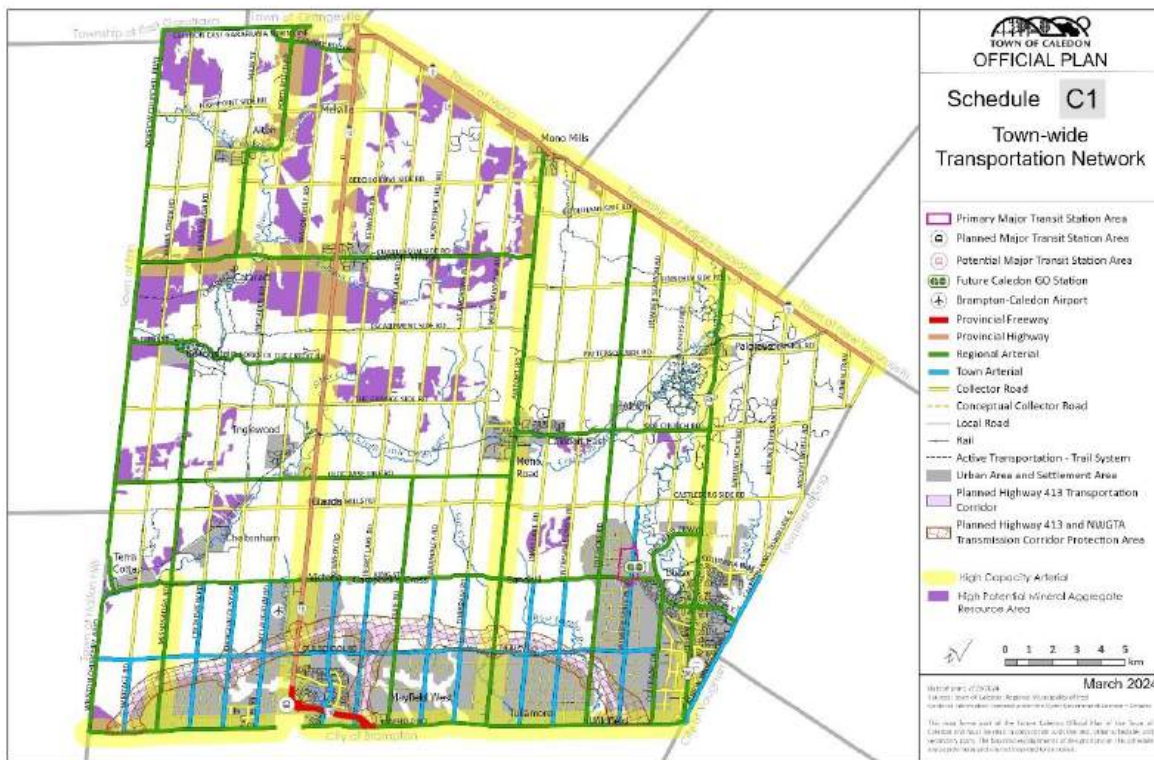


Figure 5: The Future Caledon Transportation Network (Schedule C1 of the New Official Plan), with the Current Official Plan’s “High Capacity Arterial Roads” (current planned haul routes) and Peel Region’s High Potential Mineral Aggregate Resource Area also identified

There are concerns raised through the ARCWG about cost and visual impact to expanding haul routes more broadly across the rural landscape. The Joint Mineral Aggregates Policy Review’s Transportation Technical Paper made a series of recommendations:

1. The Region should identify an action plan to mitigate road safety design issues.

2. The Region should review its road design standards to adopt a more complete streets approach for the planning, design, and maintenance of goods movement corridors and haul routes.
3. During the aggregate operations application process, Region of Peel staff should work closely with Town of Caledon staff to continue to protect community interests and transportation system performance, including accommodation of vulnerable road users to support the Region’s sustainable mode share goals.
4. The Region should work with the Ministry of Transportation (for Highway 10) and Town of Caledon (for all corridors) to undertake a feasibility study to explore alternative aggregate haul routes and options to manage truck impacts on existing and future settlement areas.
5. The Region should explore the cost-benefits of upgrading Regional road and truck routes for year-round use to alleviate community impacts.
6. To support transportation planning initiative related to aggregate resources, the Region should explore new sources of data or new methods of collecting data that can differentiate and separate aggregate truck traffic from other truck traffic. This will allow for better monitoring and quantification of the impacts of aggregate movements on network performance, the community, and the environment.
7. The Region and Town should consider a region-wide or town-wide study to quantify air quality and noise impacts of aggregate goods movement on the community and identify opportunities to support industry transition to zero emission trucks.
8. The Region should develop a stakeholder consultation plan to provides for on-going communications between all parties to address key issues.

There is strong feedback from the ARCWG about the uncertainty associated with the review of Peel Region’s services. Peel Region continues to proceed as normal with respect to planning for and operating Regional roads. Should Peel’s roads become local roads, these above items would become recommendations to the Town to consider.

Chapter 11 in the adopted Caledon Official Plan sets out two Objectives in subsection 11.1 g) and h) relevant to haul roads:

- 11.1(g) *work with the Region to development a strategic goods movement network to ensure efficient movement of goods and services within and through the Town;*
- 11.1(h) *develop a transportation system that minimizes the impact of heavy truck and commuter traffic on residential areas;*

Subsection 11.6 sets out the planning policies regarding Trucking and Goods Movement. The policy provides that Caledon will “develop, maintain and implement a comprehensive,

integrated, effective and strategic goods movement network” and Caledon “will complete a Goods Movement and Logistics Land Use Strategy”. These studies should involve the Ontario Ministry of Transportation since there are Provincial Highways located in Caledon. The Official Plan Amendment for this project can adopt policy to encourage investigation of these alternatives—detailed study is required through the appropriate public process in order to understand the cost and implications of such proposals.

In terms of recommendations specific to the Town:

1. The designation of a haul route is a result of aggregate activity from a particular pit/quarry, or multiple pits/quarries, on a haul route. To address some of the issues identified in this report, it is recommended that the Town of Caledon explore the use of a haul route agreement to require those aggregate operators to improve the haul route to meet appropriate design standards, address load restrictions, or implement safety countermeasures in order to commence or continue operations.

The cost of ongoing maintenance and repairs to address road degradation from proposed truck traffic to and from a proposed pit or quarry can not be considered when deciding whether a license should be issued. This can form part of the recommended activism plan for this project. In the interim, the Town shall need to consider appropriate design and planning requirements into its capital planning.

The Official Plan should include policies to prepare and submit studies that demonstrate vehicle truck capacity on designated haul routes and undertake a Safety Impact Assessment for all roads that are intended to be used for aggregate truck movements. It is essential to assess the safety for other vehicles and pedestrian movements with a focus on Active Transportation Systems. It should also consider, as a potential additional constraint, areas without easy access to a haul route as requiring additional study or analysis to resolve trucking in a manner that minimizes long-term costs to the Town.

It must be noted that if a road is planned for accommodating long-range or truck traffic, that is typically satisfactory to support a transportation plan for any application.

4.2.4.2 Questions Regarding Existing Caledon Transportation Policy

- 7. From the Joint Peel-Caledon Aggregate Transportation Study, how should the review network of “high-capacity arterials” in the Town’s Official Plan be implemented (for connectivity to updated potential mineral aggregate resources areas)?**
- 8. What areas in Caledon require consideration in the Region and Town Master Plans for new facilities related to truck traffic?**
- 9. From the Joint Peel-Caledon Aggregate Transportation Study, should the haul**

route maps be updated to use Emil Kolb Parkway?

This haul route review requires greater level of detail and attention than can be provided for in this study. The potential expansion of haul routes and associated capital costs requires an extensive amount of work. Therefore, at this time a recommended haul route network is recommended as an addition to Schedule C1 of the plan, and additional context added to Section 11.3.7 of the Future Caledon Official Plan. A policy to protect for updates routes and policy either through a future study or application for mineral aggregate extraction can be codified into the Future Caledon Official Plan t. This would include a correction to identify Emil Kolb Parkway as a haul route.

There has been strong ARCWG feedback around trucks moving through rural communities in the Town, and a history of safety concerns and incidents (some with tragic consequences). The Joint Peel-Caledon Aggregate Transportation Study did identify that the Region work with the Province on identifying alternatives to trucking through the villages—the Future Caledon Official Plan should include policy in this regard as well. It is outside of the scope of this study to “mandate” or otherwise require such improvements, given the level of detail required. Such a policy can also be future proofed to accommodate the transition of Regional roads to Town control.

The Town’s truck route by-law can also support in managing truck traffic—provided that haul route items are not included on the *Aggregate Resources Act* site plan.

4.2.4.3 Questions Regarding High Problem Routes

10. How can the Town address the lack of coverage for high problem routes and inadequate consideration of Caledon’s topography in the Peel Paper?

The Region’s Strategic Goods Movement Network includes two routes on non-Regional roads in Caledon – Horseshoe Hill Road (primary truck route) and Mountainview Road (connector truck route) – that are classified as collector roads by the Town. A broader review of the SGMM should be undertaken to confirm the truck route designation and/or road classification for consistency of the role and function of these roadways.

The Town’s Official Plan shall not identify these roads as haul routes. The Region is encouraged to consider this feedback in their study updates.

4.2.4.4 Questions Regarding Traffic Management

11. How can haul routes be clearly defined to manage traffic and prevent all roads from becoming haul routes?

The Town maintains the ability to pass Truck Route By-laws. The Ontario Provincial Police and Peel Regional Police continue to provide enforcement of the *Highway Traffic Act*. There are also truck safety requirements operators need to follow, all in accordance with relevant Provincial legislation.

Haul routes would be reviewed through the application process and should include a safety analysis.

There is no ability for the Town to limit “local deliveries” or for trucks to get to haul routes if they do not have access onto a haul route.

4.2.4.5 Questions Regarding Haul Route Agreements

- 12. From the Joint Peel-Caledon Aggregate Transportation Study, can an operator be required to enter into a haul route agreement to improve haul routes to appropriate design standards?**
- 13. How does Caledon establish a road maintenance and repair policy that accounts for the degradation of haul roads that would be implemented as part of the official plan amendment process?**
- 14. Can compensation for road degradation caused by aggregate truck traffic be included in municipal policy?**

The *Aggregate Resources Act* was amended in 2019 to remove from the Minister (and Tribunal’s) consideration ongoing maintenance and repairs to address road degradation that may result from proposed truck traffic to and from a proposed site. This has been interpreted to mean that a condition cannot be included in a license that requires maintenance fees to be paid.

The policies in the Future Caledon Official Plan should include recommendations from the Peel Goods Movement Strategic Plan 2017-2021 and Chapter 5.2 in the Peel/Caledon Transportation Technical Paper—all in alignment with the earlier response of maintaining identification of the haul route network in a current state, with a future study to provide for any future identification.

Subsection 12 (1) (h) of the *Aggregate Resources Act* requires the Minister to have regard to “the main haulage routes and proposed truck traffic to and from the site” when considering a licence application. However, a new Section 12 (1.1) of the *Aggregate Resources Act* was added to the Act in 2019. It provides that in considering an aggregate licence application, the Minister or Tribunal, “shall not have regard to ongoing maintenance and repairs to address road degradation that may result from proposed truck traffic to and from the site”. Discussing haul routes remains an item for discussion. Once the infrastructure is built, it

becomes the responsibility of the Region or Town (as applicable) to maintain it in a state of good repair.

Any concerns over the amount of the aggregate royalty payments through The Ontario Aggregate Resources Corporation or limitations of road maintenance agreements cannot be addressed through this study of the Official Plan.

4.2.4.6 Questions Regarding Impact Studies

15. *What official plan policies should be established that requires the assessment of road noise, air quality and traffic safety impacts along the haul road corridors in the municipality?*

These impacts should be integrated with Caledon’s Acoustic Assessment Report, Air Quality Impact Assessment Report and Vehicle Traffic Capacity and Safety Impact Assessment Report, when assessing Haul Roads.

Section 11.6 of the Future Caledon Official Plan contains detailed policies on trucking and goods movement. It encourages truck traffic to be directed onto Regional arterial roadways (generally aligns with the Current Official Plan’s “high capacity arterial” designation) in Section 11.6.3(a), which makes the Town policy, “[to] encourage the primary through truck traffic onto Regional arterial roadways, where road pavement structure is deemed structurally adequate.” Trucking on collector roads only as connectors to service Regional arterial routes pending structural suitability. As noted above, the Official Plan Amendment shall be written to reflect the current haul route network to the text and maps of the Future Caledon Official Plan, with refinements through a future study.

4.2.4.7 Questions Regarding the Town’s Policy Options

16. *What elements does the Town have control over in terms of Traffic? What policy options does the Town have?*

17. *How can the Town financially support building and maintaining haul routes into the future?*

18. *Is there an obligation for the Town and the Region to limit further exceedances on planned traffic volumes?*

The Town can continue to pass Truck Route By-laws to regulate operating routes. The Town can also consider goods movement as part of road design exercises.

Once the infrastructure is constructed, it is the responsibility of the Town to maintain it in a state of good repair.

If any transportation infrastructure is operating beyond planned capacity, it would be the responsibility of the Town (or Region) to improve its design or flow somehow.

4.2.5 Blasting, Flyrock and Vibration

The ARCWG has brought up concerns regarding blasting, flyrock, and vibration and highlighted the importance of managing blasting activities to minimize risks and disturbances to surrounding communities. There were discussions about ensuring flyrock remains on-site for safety purposes. It was suggested that vibration levels stay within the limits of the licensed area to protect nearby structures and residents. It was also requested that blasting operators have experience and qualifications.

Questions and ideas raised by the ARCWG include:

4.2.5.1 Questions Regarding Fly Rock

- 1. Should Caledon consider land use separation distances between proposed sensitive land uses and existing quarries and aggregate resource areas where blasting occurs or is likely to occur?**
- 2. The Province has established regulations and guidelines to consider blasting operations at licensed quarries. Is there merit to consider additional oversight of blasting sound and vibration, as well as “fly rock” in Official Plan policies?**
- 3. Are the Provincial Regulation and the Guidelines clearly stated to allow the licensee to keep “fly rock” within the boundaries of the site even if there are no sensitive receptors within 500 metres in all directions, particularly to protect public road rights-of-way?**
- 4. Is there merit in waiting for the MNR to produce anticipated policy guidelines and best management practices for implementation of the “fly rock” rule or should Caledon establish its own guidelines and standards?**

The Mineral Aggregate policies should include policies that require the applicant to prepare and submit a Blasting Noise and Vibration Assessment Report and a Blast Fly Rock Discharge Assessment Report for review by Caledon when considering applications to amend the Official Plan and Zoning By-law for aggregate operations.

O.Reg 244/97 and the Provincial Standards require the aggregate operator to take all reasonable measures to prevent fly rock from leaving the site during blasting, if sensitive receptors, as defined, are located within 500 metres of the boundary of the licenced site. This does not limit the Town for asking for such a study anytime blasting is proposed (though the project team is unaware of any area in Caledon where there would be 500 metres clear around a site).

Caledon's Blasting Noise and Vibration Assessment Report shall demonstrate that the proponent's companion Blast Design Report includes the licensee's approved procedures for monitoring all blasts for blast sound (overpressure), and blast air and ground vibration and establish sound and vibration limits according to the current Provincial guidelines as recommended and modeled by a Qualified Professional, that may adversely and negatively impact people and sensitive land uses within 1,000 metres of the proposed boundary of the licenced Pit or Quarry.

4.2.5.2 Questions Regarding the Experience of Blasting Operators

5. *Can a policy be provided to ensure that only a licenced, experienced, blasting engineer be permitted to operate in Caledon? Can a licence be mandatory?*

The Ontario Provincial Standards Specification (OPSS. MUNI 120) for The Use of Explosives defines a Blaster as "a competent person knowledgeable, experienced, and trained in the handling, use, and storage of explosives and their effect on adjacent property and persons." The aggregate operator is responsible for retaining the "Blaster" as well as retaining a Consulting Engineering firm to prepare and certify a Blast Design Report and to provide blast monitoring services.

It is understood that there is no mandatory licencing of blasting engineers in Ontario. There are licensing requirements elsewhere in Canada. Many blasting engineers in Ontario are licensed elsewhere. The Town can certainly encourage that those undertaking blasting are qualified to do so, with an appropriate explanation of that in the proposed Caledon Aggregate Standards Manual.

4.2.5.3 Questions Regarding Setbacks and Separation Distances

- 6. *Should Caledon require that an Environmental, Health and Safety Exclusion Zone be created to protect sensitive receptors from the effects of blasting, including fly rock?***
- 7. *Create a permanent onsite setback of 500 metres (equivalent of an excavation limit) imposed on the quarry site?***
- 8. *Can a permanent offsite separation distance of 1,000 metres between the boundary limits of a quarry and settlement area, rural cluster, or sensitive land use (broadly defined) be implemented?***

If a 1,000 metre setback is established from designated settlement areas, plans of subdivision outside settlement areas, and residential clusters, the result is that virtually all of the HPMARAs, and a significant area of Caledon will be restricted or prohibited from licenced aggregate extraction and operations. Such a firm barrier will not meet conformity

requirements to Provincial policy (especially given that a Provincial test and standard exists).

This was investigated in the Joint Peel/Caledon Study that this setback approach is not supported, where the Province indicated it would not be supported (meaning the approval authority would likely modify the policy to eliminate the requirement even before an appeal).

The municipality has no authority to regulate setbacks within the licenced aggregate site. However, the design of an operation can certainly mitigate or minimize operational affects and is an entirely appropriate policy approach that can be taken. This enables comments on a proposed site plan, overall site design and operational plans, that will be considered during Caledon’s application review and recommended to the applicant and the Ministry for inclusion on the approved Site Plan.

4.2.5.4 Questions Regarding Noise and Vibration By-laws

9. *Can a noise and vibration by-law be passed by Council to restrict vibrations at boundary limits? Can the standard be lower (e.g., 2mm/s) than the Provincial standard?*

As detailed in Section 4.2.1 of this Report, a municipal by-law in this area would not be able to address the issue. There are also Provincial standards documents around noise (NPC 119) and measuring sound and vibration (NPC 103), “Procedures for Measurement of Sound and Vibration Due to Blasting Operations”

This does not stop the Town for working with proponents to minimize standards beyond these Provincial standards.

4.2.6 Rehabilitation, Fill Importation and After-Use

Rehabilitation refers to the process of restoring a site formerly used for aggregate operations. The ARCWG has highlighted a need for updated aggregate policies to clearly identify who is responsible for the costs and undertaking of the rehabilitation required under the *Aggregate Resources Act* (e.g., the Town, another public agency, the operator, or a future owner of the site), as well as policies which specify the use of lands after rehabilitation.

Questions and ideas raised by the ARCWG include:

4.2.6.1 Questions Regarding Progressive Rehabilitation

1. *Is there merit in Caledon establishing an oversight protocol for progressive and*

final rehabilitation of aggregate sites?

- 2. *To what extent should Caledon include the implementation framework in the Official Plan arising from Master Rehabilitation Plans?***
- 3. *Can the Town require progressive rehabilitation, phasing of extraction, and limiting the amount of disturbed area?***
- 4. *Who is responsible for the costs of rehabilitation? Are there ways to ensure rehabilitation occurs in a revenue neutral or positive manner for the municipality?***

The future Official Plan policies should incorporate the matters to be considered in the implementation of the approved Master Rehabilitation Plan. The Official Plan policies should reflect and conform with the requirements under the Aggregate Resources Act, and under the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan. Progressive rehabilitation is already strongly encouraged in the Current Official Plan and should remain that way in the Future Caledon Official Plan. Ultimately, the final decision on the rehabilitation plan (as with all mineral aggregate matters) is with the Province.

The licence operator is responsible for progressive (happening while extraction continues) and final rehabilitation under the *Aggregate Resources Act* (unless otherwise provided for in an approval). The Province monitors this activity, and it is responsible for ensuring that rehabilitation is undertaken and completed according to the approved Rehabilitation Plan. If an agreement is required to deliver on that rehabilitation, the Town (or other public agency) could seek to be a signatory and partner in that work.

The Credit Valley Conservation is very interested in supporting on rehabilitation work. Limited funding for abandoned sites is available through The Ontario Aggregate Resources Corporation. Both groups offer opportunities to potentially partner with operators to improve the landscape in Caledon. One option to consider in this final stage of review is if the Town wants to take on a strong role in rehabilitation, including acquiring sites once complete.

The licensee is responsible for fulfilling the approved rehabilitation plan and to pay the cost of rehabilitation. There are conditions that specify the progressive and final rehabilitation programs before the licence is terminated. The Province has authority to charge the licensee with contravention of the rehabilitation plan. If a licence is terminated and the aggregate site is abandoned, then the Province through the Aggregate Resources Trust will undertake the rehabilitation. During the licenced aggregate operation, the licensee annually pays a rehabilitation security based on a percentage of the annual aggregate fee.

Caledon should establish a separate rehabilitation protocol that would include policies regarding the transfer of rehabilitated sites to a public authority for public purposes.

4.2.6.2 Rehabilitation and Closure of Operations

- 5. *Should the Official Plan include policies that prescribe future land uses in rehabilitated areas on all Site Plans?***
- 6. *Should the Town identify preferred uses for lands following extraction?***
- 7. *Should the Town explore transfer to public ownership as part of closure and rehabilitation planning? How can simplifying and expediting land use changes post-extraction be encouraged?***
- 8. *How is a set of timelines for extraction activities encouraged?***

The Official Plan policies should provide that Caledon encourages landowners to convey final rehabilitated sites for public purposes, for new applications. This would include the consideration of rehabilitation plans when Caledon can have a significant impact to ensure after-uses. The Official Plan can and is recommended to identify preferred after-uses.

If an owner does not intend or is unwilling to convey a site for public purposes, then the Official Plan should include a policy that Caledon would initiate amendments to the Official Plan and Zoning By-law to change the designation and by-law to an appropriate after-use category such as agricultural, rural or natural environment.

For existing licenced sites that are operating, the policy to convey sites for public purposes is problematic. There are limited opportunities to update legacy licence approvals to reflect contemporary operations and risk management practices. Caledon should encourage the Province to provide strong guidance and support for significant local community concerns in Caledon.

There is no ability for the Town to mandate a timeline of activities for extraction. This could be an item included on the list for activism identified in Section 6.3 of this Report, and can be a question asked of proponents during a review.

4.2.6.3 Excess Soil

- 9. *Can there be restrictions on fill below the water table?***
- 10. *Can commercial filling only be permitted on sites that have been transferred into public ownership?***
- 11. *Can commercial filling only be permitted on sites where a licence has been surrendered?***
- 12. *Should Caledon adopt an Excess Soil By-law that can be implemented as integral of the progressive and final rehabilitation of aggregate sites?***
- 13. *Can a by-law be established to regulate the placement of excess soil?***

14. Can policy direction be provided for sites accepting excess soil during and following extraction?

Previously, Caledon initiated an Excess Soils Study, although this work was suspended prior to the COVID-19 pandemic. It would be worthwhile to bring this study to closure, as a future Caledon project to best addressing these questions comprehensively. This could also address questions about rehabilitating sites where a licence has been surrendered (in alignment with the Town’s Site Alteration By-law, or as a stand-alone document).

In the interim, the Town can rely upon the general environmental policies of the Future Caledon Official Plan to guide any requests for filling. “Commercial Fill Operation” is proposed to be added as a permitted use to the Town’s zoning by-law but not permitted, requiring a zoning by-law amendment to permit the use. The Excess Soils Study would identify criteria for permitting the use.

Note that, like other Town By-laws, a Site Alteration By-law would not be applicable to a licenced mineral aggregate operation.

15. What are the implications and practical uses of aggregate reuse depots?

16. Are excess soil reuse operations (such as soil liquefaction dehydration) appropriate for mineral aggregate sites?

There are a range of “accessory” or “related” soil reuse operations where the site of aggregate operations may be attractive. An aggregate reuse depot receives used and recycled aggregate, for example from road projects, that can be mixed with native materials and sorted on a site. Soil reuse is handled through an existing Environmental Compliance Approval (“ECA”) requirement for waste. The use can be located within a licenced Pit or Quarry, where the output may be desirable for rehabilitation purposes.

A potential exemption from the *Environmental Protection Act* for aggregate reuse depots was proposed by the Province in October 2023, but the Provincial Government decided to not pursue this change.

It is possible to define such uses in the Town’s Zoning By-law, and permit or not permit as appropriate to provide for the opportunity to review the proposal.

4.2.6.4 Exhausted Sites, Sites with a Surrendered Licence, or Sites with a Previous Decision

17. Are exhausted pits or areas where applications were not approved appropriate to be shown as potential resource areas?

In the Peel/Caledon application of constraints to the Provincial resources, previously licenced and worked out sites and rehabilitated sites or sites with surrendered licences

were used as constraints and are not included in the proposed High Potential Mineral Aggregate Resource Areas.

With respect to sites where an application was not approved, the legislation does not prevent re-application. Applications can always be made again and the policies of the Caledon Official Plan in effect will be used to consider the efficacy of the application.

4.2.7 Mapping of Aggregate Resource Areas

The Town has undertaken a mapping methodology exercise to identify local constraints to High Potential Mineral Aggregate Resources Areas (“HPMARAs”) in Caledon (see: Section 6.1.3 of the Report for further detail). The ARCWG has identified the need for transparency regarding both the municipal and provincial mapping processes. Further, certainty around availability of accurate, comprehensive mapping related to the natural environment, water features, sensitive land uses and community amenities in Caledon have also been requested.

Questions and ideas raised by the ARCWG include:

4.2.7.1 Questions Regarding the Protection of Long-term Aggregate Resources

- 1. To what extent and depth should Caledon adopt policies and regulations to “protect” long-term aggregate resources?**
- 2. What does “protection for the long-term” mean?**

The Official Plan shall identify high potential mineral aggregate resource deposits that are protected for possible long-term extraction. The High Potential Mineral Aggregate Resource Area schedule in the Peel Regional Official Plan identifies the Sand and Gravel, Bedrock and Shale resources separately, and went through a Provincial Review. These are not land use designations in the Official Plans but rather an identification of resource areas as identified by Geology Ontario (the former Ontario Geological Survey) through their data collection and assessment and are refined by Peel Region as described above. (Some local refinements of this data are proposed.)

Section 2.5.2.1 in Provincial Policy Statement directs municipalities to protect, “as much of the mineral aggregate resources as realistically possible shall be made available as close to markets as possible.” Long-term is not defined in the Provincial Policy Statement, but generally speaking refers to “a relatively long period of time” or “a long time into the future.” Much public and ARCWG feedback has been received on the fairness or unrealistic nature of such a standard—but that is the Provincial standard. The protection of that resource

shall have to be factored into proposals for non-aggregate uses. (Note again that an application for mineral aggregate extraction can be applied for in any location.)

4.2.7.2 Questions Regarding Bedrock Extraction

3. What is the economy and practicality of bedrock extraction?

There are a wide range of applications and needs for aggregate: the roads and rails that move people and goods, the buildings that shelter and house us, the physical infrastructure that supports society, right down to decorative or landscaping needs. Demand for aggregate has remained steady (or slowly growing) for 20 years in Ontario. The need for the resource remains.

As noted in the Background Report and previous legal decisions on the file, the resource is located where it is: high quality, durable limestone and gravel is located throughout the large, generally rural landscape of Caledon. Given that's where the resource is, it is inevitable that there will be applications for new extraction in Caledon.

Regardless of a professional or personal opinion, it cannot be disputed there are quarries extracting bedrock across Ontario. These have gone through various approvals (and, in some cases, no approvals given their age) and operate on a daily basis.

This Study has not considered or undertaken a financial impact analysis on potential operations. Such a study can be required as part of an application to understand the costs of such an operation—noting that, as a private business, operations are generally seeking to make a profit. The onus is on the Province (and, in its limited role, the Town) to ensure that the various policies and standards in effect are met to ensure the public interest is met. The framework for this review is established by the Province of Ontario through the *Aggregate Resources Act*.

4.2.7.3 Questions Regarding Mapping Resource Constraints

4. What constraints are used by the Ministry of Mines to scale and scope down the extent of available mineral aggregate resources (primary, secondary, tertiary)?

Note that this section will make extensive use of the acronym HPMARA—“High Potential Mineral Aggregate Resource Area.” It is an identifier of known or likely sources of quality mineral aggregate deposits. It is not a land use designation, but an indicator that is warranted some amount of policy protection.

The Ontario Geological Survey provides an inventory, evaluation and updated mapping of sand, gravel, bedrock and shale resources in Southern Ontario. The Aggregate Resources

Inventory Papers are also published for Regions, Counties and major municipalities. The Province establishes criteria to identify and classify selected sand and gravel resources based on deposit size, aggregate quality, deposit location and setting. Selected sand and gravel resources are classified as Primary, Secondary and Tertiary.

The methodology used by Ontario Geological Survey to constrain the extraction of aggregate resources includes thick overburden or a high water table, human-made features such as roads, railways, power lines and housing developments, buffers and setbacks from these human-made features. Staff from the Ontario Geological Survey confirmed that some “cultural setbacks” are also built into their evaluation of resource area constraints. The Provincial resource mapping focuses on the depth of the resource from the surface, the quality and estimated quantity of the resource.

Municipalities can apply further constraints through an Official Plan, which occurred during the Peel Region Official Plan Review and is proposed to be further refined in this study.

- 5. *Should Caledon modify the draft identified HPMARAs and establish identified HPMARAS in the Caledon Official Plan?***
- 6. *Are there additional constraints to mineral resource extraction that should be considered by the Town?***
- 7. *Is there merit in eliminating the Resource Area Fragments?***
- 8. *Are the current application criteria for reserve and resource lands under HPMARAs still appropriate, and should this policy be reevaluated?***
- 9. *What methodology is to be used to finalize resource mapping for the Town?***
- 10. *Is there merit in separating HPMARAs from existing settlement areas, residential clusters and subdivision plans outside settlement areas?***
- 11. *Should the 200-metre buffer from the Niagara Escarpment Brow be considered as a local constraint on the Provincial aggregate resource areas?***

HPMARAs are identified as deposits of sand and gravel; bedrock; sand, gravel and bedrock; and Queenston shale.

Through the Official Plan Review, updates to mapping of Caledon’s environmental resources (e.g., significant woodlands, significant wildlife habitat, wetlands, etc.), as well as natural hazard areas (e.g., floodplain, erosion) was undertaken. This will ensure that the latest information is being used in evaluating applications for mineral aggregate operations and ensuring protection of environmental resources to the extent possible in accordance with the applicable legislation.

Mapping of these resources comes from the Province and/or the Conservation Authority. Provincial mapping shows resources covering approximately 25% of Caledon's land area. However, there are many constraints such as high water table, roads, railways, powerlines, housing, environmental features and required buffers and setbacks from natural and human-made features.

The Region of Peel refined HPMARA mapping based on constraint mapping methodology recommended by the Province in the Provincial Policy Statement Training Manual for Non-Renewable Resources and the previous constraint mapping approach, undertaken jointly by the Region and Town of Caledon through the Caledon Community Resources Study (CCRS). The previous approach, based on direction provided in the Caledon Community Resources Study (CCRS) Phase 2 and 3 Reports were updated to reflect current policy direction and requirements. This brought down the amount of High Potential Mineral Aggregate Resource Area to 10.8% of Caledon's total land area. Further details can be found in Peel Region's "High Potential Mineral Aggregate Resource Areas: Mapping Methodology" Discussion Paper.

Through this study, it is proposed that this mapping be refined further to exclude five additional local constraints:

- Additional valley lands not captured in the Peel Region scan, to align with those features as identified in the Future Caledon Official Plan. To be consistent with buffers of provincially significant wetlands and their associated 30.0 metre minimum vegetation protection zones already included as a constraint on High Potential Mineral Aggregate Resource Areas, an additional 30.0 metre buffer of valleys was also added as a further constraint.
- Further refined analysis showed some sections of Settlement Areas still included some fragments of High Potential Mineral Aggregate Resource Areas, which are proposed to be deleted.
- Resource fragments (very small areas of identified High Potential Mineral Aggregate Resource Areas) that are included in the Peel mapping are proposed to be considered as constraints and not included in the final mapping in the Caledon Official Plan.
- Refinement should also be made to address the 200-metre setback requirement from the Escarpment Brow in which no aggregate extraction activities can take place [Section 72(1) of the *Aggregate Resources Act*].

It is expected that the final Caledon High Potential Mineral Aggregate Resource Areas mapping, excluding all identified constraints, will be somewhere in the order of 9% of

Caledon's land area. It must again be noted there is no prohibition on anybody applying for new mineral aggregate extraction on any lands in the Town, and that the overall quantity of potential resource is significant and can only truly be estimated as applications come in. A statement on the quality and quantity of the resource based on professional assessment can be requested as part of an application.

It is important to note that HPMARAs are not a land use designation and just because a deposit area has been identified in the mapping, does not necessarily indicate that it is suitable for extraction. The Town's Official Plan policies are used to assess whether the extraction and processing of aggregate resources protect the natural environment system (including source protection for drinking water) and the needs and interests of the community. Further, there is nothing prohibiting the continuation of existing legal uses within areas identified as HPMARAs.

12. What level of confidence and data do we have? What's the backstop behind that if there is an issue with the mapping?

13. Is there a requirement to update the maps as part of this study?

14. Can we include the mapping that shows the interrelation of various features with potential mineral aggregate resource areas?

The relevant mapping, which is proposed to show a number of "constraints" that intersect with identified resources in Caledon, shall be prepared in a manner that presents as much information as possible clearly and comprehensively. Maps are generally interpreted as required to conform to the Provincial Policy Statement.

This does not mean that other constraints or features not shown on the available resources map do not apply. There will be multiple text policies for proponents to satisfy and for staff to consider, including around features such as highly vulnerable aquifers that cover swaths of the rural area. Likewise, many features cannot be mapped (seepage areas, as an example) until site-specific investigations occur. The Plan (text and maps) is read in its entirety to properly consider these complex, multidimensional proposals.

The Town's rural system is shown on Schedule E1 of the Future Caledon Official Plan. The nature of uses can change frequently, and so text policies will be used to ensure sensitive uses are captured in the assessment of proposals.

As noted earlier, Section 13.3.2 of the Future Caledon Official Plan requires the identification of features on lands subject to a development application, which can identify any missed features in the event that the mapping has an issue. Note that site-specific refinements of environmental designations are routine and typical across Ontario.

4.2.8 Monitoring and Enforcement

The ARCWG has highlighted the need to identify municipal best practices related to enforcement, as well as the monitoring aggregate operations and operational compliance. Best practices related to monitoring include identifying appropriate technologies and determining minimum standards. Under the current legislative framework, the Province and Ministry of Natural Resources have primary jurisdiction over enforcement, and Provincial approval is required for the municipality to undertake an enhanced role, such as through the appointment of Enforcement Officers. As such, activism opportunities for Council to appeal to the Province were recommended to be identified.

Questions and ideas raised by the ARCWG include:

4.2.8.1 Questions Regarding Provincial Policy

- 1. Should Caledon consider Official Plan policies and Zoning By-law regulations and provisions in order to provide appropriate oversight of aggregate operations that do not deal with the same subject matter as the Aggregate Resources Act, the Regulation and site plans?**
- 2. Are the stated Provincial Statutes, Regulations, Policies, Guidelines, Standards appropriately indicative of strong Provincial oversight of aggregate operations?**

As outlined elsewhere in this report, the Provincial policy framework is set up to use Provincial standards as the basis for approvals. Considerable public feedback has been received on this issue. This does not stop the Town from encouraging proponents to achieve better outcomes. Policy direction to this effect is recommended for the Future Caledon Official Plan.

Overall accountability for these standards lies entirely with the Province of Ontario.

4.2.8.2 Questions Regarding Enforcement Options

- 3. Can the Town connect holding provisions to issues' satisfaction?**

Holding provisions are used in a zoning by-law to limit or “withhold” a use permission (or, hold back the zoning permission from fully coming into effect) subject to whatever applicable criteria are met. In a typical development concept, permissions for a new housing development might be held back until appropriate water and sewer infrastructure is available. The “Hold” allows the principle of development to be established and for some work to occur (construction, financial, or otherwise) prior to all details being finalized. This

approach is being used in the Township of Woolwich to limit some expansion of operations until technical criteria are resolved.

The typical approach for dealing with *Aggregate Resources Act* matters is the site plan approved as part of the licence. This approach would need to consider how the two tools interact with each other and for what criteria or issues the Hold would address.

- 4. *Can the Town identify or put forward inspectors for mineral aggregate operations?***
- 5. *Is it feasible for the Town to advocate for someone to become an enforcement officer, aligning with the community priorities?***
- 6. *What steps should be taken to formulate a robust policy statement addressing enforcement issues under the jurisdiction of the Ministry of Natural Resources and Forestry?***

The sole power to appoint inspectors lies with the Province. Considerable public input has been received on the issue of enforcement work by the Province, including multiple submissions of the 2023 Auditor-General's report that provided a negative review of the value return on the Province's work. Nevertheless, and despite strong public concerns in this area, the Town cannot fulfill that enforcement role.

What the Town can do is provide information on how residents can file complaints to the Province, and in turn can raise issues discovered by Town By-law enforcement staff (should it be Town staff that discovers the issue). It can also include advocating for change in this arena as part of the recommended advocacy strategy. These are not matters for the Official Plan. There are other recommendations in this study to help support other related issue areas to help in the review of proposals for mineral aggregates.

Accountability for the enforcement of mineral aggregate approvals lies solely with the Province of Ontario.

4.2.8.3 Questions Regarding Licensing Requirements and Oversight

- 7. *Should Caledon adopt guidelines and standards that complement Provincial standards and guidelines for purposes of assessing impacts on sensitive land uses?***
- 8. *Can content requirements for technical reports be specified?***

A Caledon Aggregate Standards Manual is being proposed which would consist of guidelines and standards related to aggregate operations and the Town's evaluation and input of such recommendations. This is a future project and would include detailed Terms

of Reference requested for individual studies (with expert input) to help proponents and the public understand how conformity to the Future Caledon Official Plan can be demonstrated. The Terms of Reference are currently embedded in the Current Official Plan. Moving those to a guideline document will allow for flexibility to update the requirements or respond to site-specific concerns.

9. *Since the results of monitoring, mitigation and adaptive management for aggregate operations are not reported by licensees in annual compliance reports, should Caledon collaborate with MNRF, MECP and other relevant agencies to determine best practices to protect the public interests of the municipality and the community and to provide oversight of these issues?*

10. *Should a Town Aggregate Advisory Committee be convened?*

The Future Caledon Official Plan is not the location to establish corporate committee structures. The only Committee cited in the Plan is the Committee of Adjustment. Matters of advisory are handled through Clerks Department Processes.

Nevertheless, it is recommended that Council reestablish its permanent Aggregate Resource Advisory Committee reporting to Council for the purposes of sharing information and maintaining transparent communications regarding active aggregate and aggregate-related operations. It can also be encouraged, supported by policy in the Future Caledon Official Plan, for operators to establish site-specific liaison committees to address operational matters.

With respect to monitoring, the only way to do this work...is to do the work. As an example, Halton Region requires production of a “State of Aggregate Resources” update on production statistics, rehabilitation, and a record of complaints every two years. This is a comprehensive effort requiring considerable staff resources but can be considered.

4.2.9 Social Impacts and Human Health

The ARCWG has asked the Town to explore Social Impact Assessments (“SIAs”) as a continued report for future aggregate applications. An SIA is a process of assessing and analyzing realized or potential social consequences as a result of a project’s development. The social impacts resulting from aggregate operations, such as impacts on the quality of life for residents, have been embedded into the Study’s vision statement and key principles. Section 5.11.2.4 of the Current Official Plan identifies a number of policies touching upon social impacts:

- Section 5.11.2.4.4(c). That a traffic and haul route evaluation has been completed that identifies and assesses the economic, social and physical impacts associated with future aggregate traffic to or from aggregate operations within the resource area, identifies the proposed haul route of least impact and assesses the acceptability of the impacts along the proposed haul route.
- Section 5.11.2.3.4.13. Any impact studies required by this Plan, will include, where appropriate, an assessment of social impacts based on probable, measurable, significant, objective effects on people caused by factors such as noise, dust, traffic levels and vibration. Such studies will be based on provincial standards, regulations and guidelines and will consider and identify methods of addressing the anticipated impacts in the area affected by the extractive operation.
- Section 5.11.2.7.6. The Town of Caledon will request the Ministry of Natural Resources and Forestry to require that all extraction and processing and associated activities be located, designed and operated so as to minimize environmental and social impacts and ensure no negative impacts on the regional Greenlands system, the Environmental protection Area designations and ground and surface water quantity and quality.

Questions and ideas raised by the ARCWG include:

4.2.9.1 Questions Regarding Adverse Effects

- 1. Other than “adverse impacts” under the Environmental Protection Act, what are the tests to determine human health impacts from aggregate operations that Caledon may incorporate into the Official Plan?**
- 2. What policies around impacts on human health could be developed to appropriately address this issue?**

Although there are Provincial standards and guidelines from noise, dust and air quality assessments, the Official Plan should expand the adopted Official Plan provisions for healthy communities and natural environments to include cumulative impacts from one or a grouping of aggregate extraction operations. The project team is aware of the strong positions on the issue of adverse effects expressed in the working sessions with the ARCWG, in addition to public comment on the issue.

Although land use compatibility refers to the proposed and existing uses within buildings and structures and on the land, the preferred test is to assess how aggregate and aggregate-related operations on and off-site impact people in the community.

Caledon, in consultation with Peel Region Public Health, shall prepare guidelines and standards for a “Human Health Risk Assessment Review”—for multiple types of

development applications and uses, not solely mineral aggregate operations. The Risk Assessment shall provide comparative ambient air data and ground-level air concentrations modeled for the proposed aggregate and aggregate-related operations, using customized meteorological data prepared by the Ministry of the Environment, Conservation and Parks, rather than other source data. The assessments shall establish the specific air concentrations of contaminants of concern that are to be measured off-site in the community.

Given the range of uses subject to human health requirements, it is recommended that this study be comprehensive and not industry specific. A policy direction would be included in the Future Caledon Official Plan to plan for this study. The ARCWG received an updated on the Town's ongoing Air Quality Monitoring Study, which may make recommendations on future work that should consider the recommendations out of this study.

Note that the requirement for site-specific meteorological studies can be applied today, and a policy direction is recommended in this regard.

4.2.9.2 Questions Regarding Air Quality

3. *What could a PM2.5 by-law look like and contain in Caledon?*

The content of such a by-law goes beyond the scope of this Study. Fundamentally, the by-law would need to apply Town-wide and not solely to aggregate operations, because of the Provincial dominance under Section 66 of the Aggregate Resources Act.

There is one known example of PM2.5 by-law, enacted by the Town of Oakville in 2009. Any consideration by Caledon needs to be directed by Council to be undertaken as a separate study, with guidance for aggregate and aggregate-related operations, given the breadth of the study and the limitations of municipal by-laws imposed by Section 66 of the *Aggregate Resources Act*.

4. *Can the Town develop a comprehensive inventory of sensitive receptors as part of the application process?*

A proponent would be required to make this identification as part of the various technical studies. It can be reinforced through the Terms of Reference for a Social Impact Assessment, which would be included in the proposed Caledon Aggregate Standards Manual. The proposed constraint areas around aggregate operations (on map and in text) will also include this component.

4.2.9.3 Questions Regarding Cumulative Impacts

5. Should aggregate operations be assessed based on cumulative impacts of all adjacent aggregate operations as a single site?

This is a reasonable and relevant approach to protection of the environment and community, and a policy direction is recommended in this regard.

4.2.9.4 Questions Regarding Social Impact Assessments

6. Should the Caledon Official Plan contain specific policies that establish a requirement and procedure for applicants to undertake Social Impact Assessments?

7. What is the scale of proposed new and expanding aggregate operations when Social Impact Assessments are required?

8. Should Caledon initiate and undertake Social Impact Assessments when considering planning applications for aggregate operations?

9. The Town needs a solution to develop protocols and criteria for completeness of a social impact assessment.

This is an existing policy construct in the Current Official Plan. It is fairly unique to Caledon, tied to the original 1999 study, with the *Aggregate Resources Act* or Provincial Policy Statement not explicitly requiring consideration of these impacts are considered by the Province and social impact is not considered as a Provincial Interest.

It is recommended to maintain this study requirement for all proposals. The proposed Caledon Aggregate Standards Manual would detail the Terms of Reference for preparing and submitting a Social Impact Assessment. The Social Impact Assessment shall apply to the assessment of all adverse effects and negative impacts—with an eye toward a cumulative investigation and assessment of study recommendations to ensure proposals are meeting the highest possible standards and maximizing benefits.

4.2.10 Other Uses

The ARCWG has brought up a number of concerns regarding uses related to mineral aggregates. They have identified the need to address zoning and licensing for related uses, such as recycling facilities, permanent and temporary asphalt plants, concrete batching plants, and wayside pits. There were discussions about proper regulation of these uses to ensure they do not negatively impact local communities and the environment. There was also a request to manage the establishment of operations beyond aggregate extraction, including the processing and storage of aggregate not sourced on site.

Questions and ideas raised by the ARCWG include:

4.2.10.1 Questions Regarding Other Use Permissions

- 1. To what extent and depth should Caledon adopt policies and regulations that apply to aggregate-related activities, such as asphalt plants, concrete batching plants, aggregate recycling operations, on-site and off-site in the community?**
- 2. Can policies be formulated to account for the potential establishment of permanent asphalt plants and ready-mix concrete plants, including at extraction sites?**
- 3. Can the Town confine other uses to industrial or urban uses rather than rural areas?**
- 4. The recycling of aggregates and the production of products may also take place outside of a pit or quarry on an individual site. Should the municipality include specific land use policies and regulations for these separate industrial sites?**

The short answer is yes, policy can be provided. It needs to conform to/be consistent with the Provincial Policy Statement and Provincial Plans, and Regional Official Plan. Halton Region has policies with respect to “associated facilities,” approved by the former Ontario Municipal Board.

The remaining uses are permitted in a range of locations in Ontario. There is a cluster of such uses in Downtown Toronto, as well as plants in Brampton. Some municipalities also permit them within the boundaries of a mineral aggregate operation.

The Zoning By-law is proposed to contain a range of use definitions, with the uses not permitted as-of-right in order to require an amendment to permit the use. Corresponding policy shall also be provided for consideration to guide the review of such applications, including criteria and tests to be addressed for each.

Specifically with respect to recycling, it is understood that the majority (if not all) larger mineral aggregate operations are using and treating recycled materials on site, with *Aggregate Resources Act* site plans often specifying percentage use for each. Legacy sites or sites without contemporary licences may not have such requirements. It is recommended to keep that as a stand-alone use in line with the recommendation above, but as an accessory use to existing operations aligning with the location of processing equipment already. Such a use shall be designed in an environmentally sensitive fashion, with Official Plan policy providing this guidance.

4.2.10.2 Questions Regarding Licensing Requirements

5. What strategies can be employed to circumvent licensing requirements for wayside pits during road construction?

A policy is proposed that the Official Plan allow new wayside pits or quarries for the exclusive temporary use in a public road authority construction or a maintenance project to be permitted in land use designations without an amendment to the Official Plan or the applicable Zoning By-law, with the exception that they not be permitted in areas of existing or planned residential development, designated settlement areas, residential clusters, or a particular natural feature of environmental sensitivity. This conforms to the Provincial Policy Statement's broad permitting of such uses.

Such proposals follow a separate permitting process through the Ministry of Natural Resources and Forestry ([Category 15 – Wayside Permits for Public Authority Projects](#)). There is public consultation, but no *Planning Act* applications are required. It would be incumbent on the Town to ensure it participates in the process and gets appropriate conditions into the approval. Policies around the scale and scope of such operations may be helpful in guiding these proposals.

4.2.10.3 Questions Regarding Aggregate Recycling and Fuel Handling

6. Since the Ontario Aggregate Resources Standards do not specify the assessment criteria for impacts due to importation and stockpiling of recycled aggregates, should Caledon's Official Plan provide guidance regarding a risk assessment to applicants and the Province in the pre-application planning process?

7. Does fuel handling require policy direction?

Reference to stockpile management and design or siting shall be included in the draft Official Plan Amendment.

The Town can also include policy direction with respect to the design and layout of an operation to account for certain components of the operation, such as stockpiling or fuel handling, to ensure appropriate mitigation measures are being used to safeguard the environment and the community.

8. Should the official plan and zoning bylaw provide that pit or quarry zoning provisions for recycled aggregate operations are no longer in effect when the licenced aggregate operation ceases, or the site is no longer licenced?

Many municipalities make an operational decision to remove planning permissions for mineral aggregate operations when a licence is no longer operative. A policy direction can be provided to remind the Town of this practice. There is no ability to automatically rezone a site once a use ceases to exist.

4.2.11 Official Plan Administration and Implementation

The ARCWG asked a number of questions around the overall administration of planning for mineral aggregates and the Town of Caledon as a corporate entity. These questions include:

4.2.11.1 Questions Regarding Town Jurisdiction and Conservation Authorities

1. Can Town involvement be increased on self-filed amendments by aggregate operators?

There have been a number of changes made by the Province in recent years. Without going through all details, operators can self-file amendments to only certain elements of their operating plans as a “red tape” reduction strategy. Changing extraction footprints or environmental measures are not included in that list.

Notwithstanding the above, the Future Caledon Official Plan can provide policy direction to encourage consultation or Town involvement on such changes. Similarly, there can also be policy direction to ensure applications to expand operations (so, where a licence currently exist) in a manner that provides for environmental review and operational enhancements across the entire operation.

2. The Town needs a solution to compensate for the loss of conservation authority expertise on project reviews including data retention.

A full strategy is outside the scope of this study and the Official Plan in general. The Town is working to expand its capacity to support additional environmental planning responsibilities. Conservation authorities across Ontario remain in operation, albeit with a focussed scope to natural hazards and wetlands.

4.2.11.2 Questions Regarding Cost Recovery and Cost Protection

3. The Town needs to have an effective cost recovery process for peer review, especially on aggregate matters.

4. Can peer review or original work needed to assess an application be funded through application or charge back fees?

Peer Review is an outstanding and effective aid to the technical and scientific review of municipal decision-making. The proposed Caledon Aggregate Standards Manual should adopt a protocol and principles that establishes the approach to peer review as independent, objective and fair and as a sign of legitimacy to obtain consistent results. Peer Reviews directed by the Town of Caledon shall be conducted by independent Qualified Professionals according to Terms of Reference and guideline questions established by the Town of Caledon. Peer Reviewers shall be guided in such areas of their reports as: purpose; methodology; information; certainty; conclusions; mitigation/monitoring measures; issue gaps; and adequacy. The policy framework shall reflect this requirement.

The recital clause in the preface to Caledon's User Fees By-law 2024-006 cites Section 69 of the Planning Act in setting these anticipated costs to the municipality for processing an application, as well as Section 391 of the Municipal Act that allows a municipality to levy a fee for the provision of services. Section 27.2.3 of the Future Caledon Official Plan provides a policy basis for cost recovery related to peer review and independent work.

The planning application fees paid by an applicant to Caledon will be used to process the application. Section 4(2) of Caledon's User Fees By-law 2024-006 provides for the full cost recovery of undertaking peer reviews, as stated:

In addition to the fees noted in subsection 4(1), if peer or legal review costs are incurred by the Town in the processing of a planning application by the Town, the applicant is required to pay these costs to the Town.

This requirement would include work generated by the reviewers to support their research and the analysis of their counterparts. These Peer Review Accounts are subject to a 15% administration fee in the By-law. This By-law is justification for requiring Peer Reviews in the aggregate application review.

5. *How are taxpayers to be protected from long-term costs related to quarry operations?*

If this issue relates to negative impacts on private, domestic water supplies, then Caledon shall ask the Ministry to include Site Plan conditions regarding the replacement or improvement to private water supplies. This is a typically condition for approval of aggregate licences.

A Financial Impact Study can be required to address costs associated with operations.

Any concerns over the amount of the aggregate royalty payments through The Ontario Aggregate Resources Corporation or limitations of road maintenance agreements cannot be addressed through this study of the Official Plan.

4.2.11.3 Questions Regarding Threshold Policies

6. *Is there an ability to phase or stage applications such that some threshold policies are met prior to allowing an application to advance?*

There are no other municipalities to be using a “phased” approach to application review, requiring clearance by issue.

One limiting factor in such an approach is that the *Aggregate Resources Act* timeframe for proponents is subject to a two-year maximum. Proponents have to invest time into preparing the individual studies and reports. This idea was raised in the context of managing water resources, which is highly integrated into many other components of an application—particularly natural environmental concerns. Other aspects of review are generally self-contained but are also smaller and could be completed faster.

While this approach is possible, it is not recommended in order to ensure the review of a proposal is appropriately integrated, multi-disciplinary, and can be shown to be moving forward in an orderly fashion aligned to *Planning Act* and *Aggregate Resources Act* expectations. It is important for the Town policies to be clear on what is required to demonstrate conformity, and that the requirements are made clear both at a pre-application meeting and during technical review. Decisions will be made based on satisfying the Official Plan Goals, Objectives and Policies including appropriate regard for the proposed Aggregate Guidelines and Standards.

4.2.11.4 Questions Regarding Provincial Definitions

7. *Can the Town set requirements for an acceptable “Qualified Person” under the regulations of the Environmental Protection Act?*

Sections 5 and 6 of Ontario Regulation 153/04 establish the qualifications of Qualified Persons (“QPs”) for phase one and two environmental site assessments and risk assessments. The qualifications are:

- (2) *A person meets the qualifications to be a qualified person for the purposes of subsection (1) if*
 - (a) *the person holds a licence, limited licence or temporary licence under the Professional Engineers Act; or*

- (b) *the person holds a certificate of registration under the Professional Geoscientists Act, 2000 and is a practising member, temporary member or limited member of the Association of Professional Geoscientists of Ontario.*

Qualified persons, risk assessment

- (1) *A person meets the qualifications to be a qualified person for the purposes of section 168.1 of the Act in relation to the preparation or supervision of a risk assessment if,*
 - (a) *the person holds a bachelor's degree in science, engineering or applied technology from a post-secondary institution;*
 - (b) *the person has experience in the conduct or supervision of environmental site assessments, or in the conduct, supervision or review of assessment of risk described in clause (c), or in any combination of both, as follows:*
 - (i) *if the person holds a doctoral degree in science or engineering from a university, five years' experience,*
 - (ii) *if the person holds a master's degree in science or engineering from a university, seven years' experience,*
 - (iii) *in any other case, eight years' experience.*
 - (c) *within the period of experience required by clause (b), the person has two years' experience,*
 - (i) *in the conduct or supervision of an assessment of risk, or*
 - (ii) *in the technical or scientific review of an assessment of risk on behalf of a public authority.*

5.0 Issues Raised Through Public Engagement

Broader public engagement began in June 2024 and will continue throughout summer 2024.

5.1 June 19 Open House

An Open House was held on Wednesday, June 19, 2024, at Caledon Town Hall to engage with the public regarding the status and direction of the Study, as well as the thematic issue areas, vision statement, and key principles raised by the ARCWG.

The format and structure of the Open House contained the following materials, which are also available on the Town's [Have your Say webpage](#):

- A presentation, followed by a Question-and-Answer period led by the Principal Planner, Joe Nethery, and facilitated by Glenn Pothier.
- Boards and panels which included materials and policy options produced by the ARCWG, mapping and overarching questions regarding the policy direction of the Study.
- Handout and survey which focused on soliciting feedback on the thematic issue areas.

Refer to Appendices A, B and C for the above content.

The Open House was led by the core project team, as well as supporting Town and consulting staff. The event was attended by over 30 members of the public.

5.2 Online Survey

Two online surveys, titled “Thematic Areas” and “Vision Statement and Key Principles” were published on the Town's Have your Say webpage on June 19th, 2024, in tandem with the Open House. The physical survey provided at the Open House and the online survey are identical. As of July 10, 2024, the Town has received 8 responses. Refer to Appendix D to see the consolidation of all online survey responses.

5.3 Issues Raised

Through public engagement, several concerns, inquiries, and comments spanning across the thematic areas, vision statement, key principles, and mapping were raised by members of the public. Below is a summary of the issues raised through public engagement.

Concerns

- The Town needs to prioritize public health and safety.
- The Town needs to enact policies which protect Natural Heritage Resources, green spaces, and water resources.
- There is a need for policies which address traffic management and haul routes, particularly around Caledon Village.
- The Town needs to explore opportunities for enhanced enforcement and clarify its role in enforcement.
- The Town needs to ensure the accuracy and quality of mapping.

Inquiries

- What could air quality policies look like (i.e., what would the contents of a PM2.5 by-law contain)?
- Can the Town clarify terms used in the vision statement and key principles (e.g., define “quality of life” and “social impacts”)?
- Can the Town clarify their mapping criteria (i.e., what is the criteria for deletion in the HPMARA maps?)
- Will the policies emerging from this Study apply retroactively to existing aggregate operations?

Comments

- The emphasis on promoting rehabilitation and clean aggregate operation practices is welcome and encouraged.
- Compliance monitoring may be out of municipal scope.
- The Town should clarify the specificity of water protection policies emerging from this Study, with a focus on the Credit River.
- Aggregate operations should be described as a permanent, long-term use in existing policy.

6.0 Preliminary Recommended Directions

This focussed component of the Future Caledon Official Plan Review has uncovered a range of issues where increased clarity would be of benefit to all stakeholders in the process. Many of the issues can be addressed through the implementation of appropriate policies in the Future Caledon Official Plan and Town’s Zoning By-law, as detailed in Section 6.1 of this Report. This is what the project team will be working on over the course of summer 2024.

Other issues which are recommended to be addressed by the Town outside of the scope of this study to support planning for mineral aggregate operations have been outlined in Section 6.2 of this Report.

Additionally, there are issues which fall outside of the jurisdiction of the Town of Caledon, or where the boundaries of the mineral aggregate policy framework limit the ability to advance policy or regulation. These issues have been outlined in Section 6.3 of this Report as matters which the Town may wish to advocate to the Province or others to address—if interested, Council should direct staff to develop an advocacy strategy that addressed these items as a follow-up project for future work.

Additional public input is anticipated and welcomed as part of completing this work. This, along with continued project team research, will inform the final recommendations on this study. Changes may be made to the recommendations in this report based on that work.

6.1 Official Plan and Zoning By-law Amendments

An Official Plan is a policy document covering land use planning matters and is enabled under the *Planning Act*. A Zoning By-law is the next step tool in the land use planning process, turning the goals, objectives and policies into enforceable, actionable regulations. Decisions under the *Planning Act* are required to conform to the full range of planning policies and be consistent with any Provincial policy statements (at the time of writing this report, the 2020 Provincial Policy Statement).

6.1.1 Conformity with Provincial Policy

The Caledon Official Plan must contain policies related to mineral aggregate operations that reflect the policy direction of the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe, Niagara Escarpment Plan, Oak Ridges Moraine Conservation Plan, Greenbelt Plan, and Region of Peel Official Plan, as outlined in Section 2 of this Report. Recommendations are provided below for general policy directions which should be included within the Official Plan to address provincial policy.

According to Section 4.3.2.10 of the Greenbelt Plan, where a municipality has undertaken a comprehensive aggregate resource management study and implemented the results into its official plan prior to establishment of the Greenbelt Plan (2004), such policies shall be deemed to conform to this Plan.

To address conformity with provincial policy, it is recommended that:

1. The Official Plan include all required policies to conform with the in-effect provincial plans.
2. This includes considering a single designation for extraction uses, as recommended by the Peel Region and Town of Caledon Joint Aggregate Policy Review (removing the distinction between above water table and below water table extraction, as municipalities can no longer regulate the depth of extraction). This may additionally include uses being permitted in other designations, per Section 6.1.10 of this Report.
3. This includes updated policies reflecting extraction permissions and rehabilitation direction on extraction on Prime Agricultural Lands.
4. This also includes updated definitions for aggregate-related terms that will be used in the Future Caledon Official Plan.
5. This could also include a review exercise of the Peel Region Official Plan's aggregate policies as part of the review of that Plan for its continued applicability.
6. The Official Plan shall include a list of requirements for a complete application for mineral aggregate applications, including a full list of potential studies or engagement and consultation that may be required, with any criteria or detail necessary to explain the intent of those policies.
7. Within the Protected Countryside of the Greenbelt Plan, this includes the appropriate application of environmental protection policies of the 1999 CCPS and OPA 161 in compliance with Section 4.3.2.10 of the Greenbelt Plan.
8. The Official Plan include policies regarding a wide range of aggregate-related uses, as well as use terms in the Town Zoning By-law (to require amendments to the zoning by-law to establish these uses).
9. Uses of a temporary or portable nature outside of settlement areas, new urban areas 2051, residential clusters, registered subdivisions outside settlement areas or a particular natural feature of environmental sensitivity.
10. The Official Plan require that where a permanent hot-mix asphalt plant and a permanent ready-mix concrete batching plant are located outside of a licenced pit or quarry, the site be designated as an industrial use, and policies to consider where the uses might be appropriate as an accessory use to mineral aggregate operations (such as a time limit).

6.1.2 Land Use Compatibility with Sensitive Uses and Settlement Areas

The fundamental objective of the mineral aggregate planning policies is that active pits and quarries are compatible with existing and planned designated settlement areas, residential clusters, plans of subdivision outside settlement areas, and other sensitive land uses, used and occupied by people in the community.

To address compatibility between mineral aggregate operations and other sensitive uses, it is recommended:

11. Policy expanding the current Official Plan Area of Influence to 1,000 metres, aligning with the D-6 Guidelines first area of influence, is recommended to direct how applications for proposed new and expanding aggregate and aggregate-related operations shall address compatibility constraints within this Area.
12. Policy direction shall be given to establish a monitoring regimen.
13. Policy direction shall be considered to ensure effects are contained on site to the greatest extent possible using best available standards and technology.
14. The Official Plan shall include policies around site design and layout all to minimize and mitigate effects. This was also recommended in the Peel Region and Town of Caledon Joint Aggregate Policy Review.

6.1.3 Natural Environment

Chapter 13 in the adopted Caledon Official Plan provides comprehensive “Natural Environment System” policies for the entire Town of Caledon. These policies shall apply to Caledon’s consideration of aggregate and aggregate-related operations.

Policy recommendations have been provided below which would work in conjunction with the other policies contained in the Official Plan, in particular Chapter 13 (Natural Environment System), Chapter 15 (Source Protection), and Chapter 16 (Natural and Human-made Hazards). Where relevant, the Chapter 20 policies should augment, defer to, or otherwise cross-reference (as the case may be) policies in other sections of the Caledon Official Plan related to the Natural Environment that conform with Provincial and Regional policies.

To address environmental protection matters, it is recommended:

15. The Official Plan Mineral Aggregate Resource policies cross-reference Chapters 13, 15 and 16 Environmental System policies (or make targeted additions in those Chapters to integrate mineral aggregate application requirements).
16. The Official Plan shall include policies promoting progressive rehabilitation as a preferred alternative, including design preferences.

17. The Official Plan shall include policies encouraging the preparation of Adaptive Management Plans for aggregate operations, to support monitoring and a mechanism to ensure impacts are minimized appropriately. This was additionally recommended in the Peel Region and Town of Caledon Joint Aggregate Policy Review.
18. The Official Plan shall include a policy on the protection of private wells as a matter for review in applications.
19. The Official Plan shall provide direction for the Town in providing comments regarding Permits to Take Water for aggregate washing and dewatering in licenced pits and quarries. Such direction could include that the municipality request that discharge of water off-site be prohibited.

6.1.4 Impacts to Caledon's Transportation System

Mineral aggregate operations cause impacts to Caledon's transportation system, primarily through the hauling of materials and generation of truck traffic which may not be compatible with the active transportation system as well.

To address impacts to Caledon's Transportation System from mineral aggregate operations, it is recommended that:

20. The Official Plan include policies that require the consideration of main external haul roads in aggregate and planning applications.
21. The Official Plan identify as haul routes only roads that align with the current "high capacity arterial" roads in the Current Official Plan, plus the new Emil Kolb Parkway, with a provision for an update through a future haul route study or mineral aggregate application.
22. As part of this, the Official Plan shall implement the Regional recommendation around planning for alternative routes around rural settlement areas (i.e., bypasses).
23. The Official Plan include policies that allow for road improvement and maintenance agreements with aggregate operators.
24. The Official Plan require applicants to prepare and submit studies that demonstrate vehicle truck capacity on designated haul roads and key intersections and undertake a Safety Impact Assessment for all roads that are intended to be used for aggregate truck movements.

6.1.5 Blasting, Flyrock and Vibration

Mineral aggregate operations cause impacts to Caledon's transportation system, primarily through the hauling of materials and generation of truck traffic which may not be compatible with the active transportation system as well.

To address impacts related to blasting, flyrock and vibration, it is recommended that:

25. The Official Plan include a policy encouraging a blaster to have demonstrable experience and qualifications (to be expanded upon in the future work on the proposed Caledon Aggregate Standards Manual).
26. The Official Plan include policy direction to minimize standards beyond Provincial minimums to effect maximum protection.
27. The Official Plan include policy directions around site design to prioritize the elimination of impacts from blasting, flyrock and vibration. This was also recommended in the Peel Region and Town of Caledon Joint Aggregate Policy Review.

6.1.6 Rehabilitation, Fill Importation and After-Use

The Official Plan can support the rehabilitation of aggregate resource operation sites and post-extraction land use. A number of policy recommendations are contained below which would support the rehabilitation of these sites and address concerns raised by the ARCWG.

To address the rehabilitation of aggregate operation sites, it is recommended that:

28. The Official Plan include policies directing the progressive (while extraction is occurring) and final rehabilitation of existing and final Pits and Quarries according to the recommendations in Caledon’s approved Master Rehabilitation Plan. It should be clarified that this rehabilitation is to be undertaken at the expense of the operator unless otherwise provided for in an approval.
29. The Official Plan and Zoning By-law provide use permissions for “Commercial Fill” and other soil-oriented uses, to be permitted through a zoning by-law amendment.
30. The Official Plan include policies to initiate amendments to the Official Plan and the Zoning By-law to change the designation and by-law to an appropriate after-use category such as agriculture, rural or natural environment.

Separate to the above, consideration needs to be given about if the Town wants a role in acquiring exhausted or surrendered sites to coordinate rehabilitation works.

6.1.7 Mapping of Aggregate Resource Areas

As part of the Official Plan Review, the Caledon Official Plan must be updated with the latest mapping of mineral aggregate resources including identifying Caledon’s High Potential Mineral Aggregate Resource Areas.

To support requirements for updated mapping in the Caledon Official Plan, it is recommended that:

31. The latest refined mapping of Proposed High Potential Mineral Aggregate Resource Areas (refer to Appendix E), with additional refinements outlined in Section 4.2.7 of this Report, form the basis of mapping to be included as a new Schedule in the Future Caledon Official Plan.
32. The policies shall require updates as new information becomes available from the Province, subject to a Town review of the information and potential constraints around the resource.
33. The policies shall ensure the same technical scrutiny is applied to applications within or outside of a Caledon High Potential Mineral Aggregate Resource Area, noting the factors that result in lands not meeting the High Potential criteria shall be addressed in an application and any impacts avoided (or if not possible, mitigated and minimized, as the case may be).
34. A statement on the quality and quantity of the resource based on professional assessment can be requested as part of an application.
35. A final audit of licence statuses will be undertaken to identify if any amendments are required to Schedule B4 of the Future Caledon Official Plan and the Zoning By-law to reflect the status of sites.

6.1.8 Monitoring and Enforcement

There are some elements related to monitoring where the Caledon Official Plan can provide policy direction. More elements of this are captured through other service improvements, as summarized in Section 6.2 of this Report.

To support requirements for monitoring in the Caledon Official Plan, it is recommended that:

36. The Official Plan shall include complete application requirements and a complete list of study requirements (with full scoping to follow in the proposed Caledon Aggregate Standards Manual).
37. The Official Plan shall require a consolidated monitoring report to be prepared every two years on mineral aggregate activity in Caledon. This was also recommended in the Peel Region and Town of Caledon Joint Aggregate Policy Review.

6.1.9 Social Impacts and Human Health

Social impact is proposed to remain a part of Caledon’s Official Plan, with clarifications to better support effective planning outcomes of that work.

To support requirements for social impact assessment in the Caledon Official Plan, it is recommended that:

38. The Official Plan shall maintain the requirement for a social impact assessment as part of a complete application.
39. Official Plan shall include a path to completing standards for a Human Health Risk Assessment Review—for multiple types of development.
40. The Official Plan shall include a requirement to identify all sensitive receptors within the Area of Influence to inform addressing impacts.

6.1.10 Other Uses

As a land use policy document, the Official Plan shall contain all permissions and criteria required to support the establishment of new mineral aggregate uses.

To address other aggregate uses, it is recommended that:

41. The Official Plan and Zoning By-law include a number of use permissions and criteria for related uses, with definitions to the Town’s zoning by-law, but not permitted as-of-right (also requiring a rezoning).
42. The Official Plan shall provide policy direction to allow for recycling as an accessory use in Pits and Quarries (subject to criteria and a rezoning).
43. The Official Plan shall include criteria, including prohibited locations and potential scale or scope policies, for wayside pits and quarries.
44. The Official Plan shall include policies around stockpile management all to minimize and mitigate effects.

6.1.11 Official Plan Administration and Implementation

To support implementation and interpretation of mineral aggregate policies in the Caledon Official Plan, several recommended directions have been suggested in the sections below.

To address other administrative and implementation matters, it is recommended that:

45. The Official Plan shall include criteria, including prohibited locations, for wayside pits and quarries.
46. The Official Plan shall include studies required to deem an application complete, (e.g., Blast Design Report, Transportation Impact Study, and multiple other studies),

with detailed criteria and terms of reference to follow in a proposed Caledon Aggregate Standards Manual.

47. The Official Plan shall maintain policies to support the establishment of a permanent Aggregate Resources Advisory Committee and to encourage community liaison committees for site-specific purposes.
48. The Official Plan shall contain a requirement for compliance reports prepared under the *Aggregate Resources Act* to be shared with the Town.
49. The Official Plan shall contain policy to seek opportunities for bringing legacy sites into compliance with contemporary operational standards where possible.
50. If necessary, amendments to the Official Plan can adjust the implementation policies to reflect tools available to the Town for implementing these policies.

6.2 Other Town Studies

Many of the items raised through research and engagement cannot be addressed by the Town through final decisions on this study. For example, noise is not regulated through the official plan or zoning by-law. The suggestion requires further consideration or research that is better undertaken through a different project or study, where it should be given appropriate care and attention.

1. Development of a “Caledon Aggregate Standards Manual” to identify Terms of References to guide preparation of required studies, including standards sought to demonstrate conformity with the new Official Plan policies. This would require the retaining of experts to support content of a technical nature. This was also recommended in the Peel Region and Town of Caledon Joint Aggregate Policy Review, citing the Halton Region example.
2. Consider a Human Health Risk Assessment Review study design, and consider the results of the Town’s Air Quality Monitoring Study.
3. Consider an air quality study which could include an option for the Town should adopt a “PM10”/”PM2.5” By-law to address particulate matter and air quality.
4. Complete the Excess Soil Study.
5. Investigate the Town’s Noise By-law for potential updates to provide better guidance and support for working hours standards for operations.
6. Continue monitoring of Provincial proposals by staff on the Environmental Registry for new, amended, or relaxed regulations with respect to mineral aggregate operations and aggregate-related uses.
7. Determine and publish a Town strategy for how to replace the review and advisory responsibilities of the conservation authorities covering Caledon and its watersheds and delivering upon environmental review.

6.3 Items for Council and Corporate Activism

The approval framework for mineral aggregate extraction is created and managed by the Province of Ontario. It is the Province, through the Ministry of Natural Resources and Forestry, that sets the table for reviewing proposals for new extraction and monitoring and enforcing existing operations.

The *Aggregate Resources Act* specifies the process and requirements to establish a new aggregate operation, and piggybacks on the municipal *Planning Act* process for land use compatibility. As described in Section 2.0, the Provincial Policy Statement provides for broader permissions for the resource than other land uses—this study’s first Background Report goes into great detail about the evolution of this framework.

Together, these are important parameters and boundaries that must be factored into Council decisions on this study.

Noting that a number of items requested by the community for consideration do fall outside of this boundary. To address these, a list of items for Council action and activism has also been prepared, for Council to consider in directing an approach to drive change in this arena—be it via the Top Aggregate Producing Municipalities of Ontario (TAPMO), directly with the Province and Members of Provincial Parliament, or through alternate means. This should be considered through a focussed study or report detailing a potential campaign, to come back to Council for a further approval.

The following sections propose recommended areas for advocacy with the Provincial Government is consolidated from the list of questions commented upon in this Report. This is not a complete and exhaustive list, nor does the inclusion on this list represent an endorsement by the project team—this is a recounting of items requested by the ARCWG and public that do not fit within the boundaries established for municipalities within this Provincial process. Individual items within that strategy would require Council endorsement to pursue.

6.3.1 Separation Distances and Other Uses

Currently the Town has no ability to require separation distances between mineral aggregate operations and other uses. The strategy would request that the Province mandate setbacks and buffers from communities and other sensitive land uses.

Another item to request would include mandating or requiring operators to acquire adequate lands to provide a buffer under its ownership—versus limiting land use permissions and development rights for adjacent landowners whose uses or tenure would predate the new operation.

6.3.2 Site Plans and Amendments

The strategy would request the Province restore municipal and public commenting on any proposed site plans or site plan amendments and establish that the Province shall send a copy of the approved aggregate licence and the final site plan and the rehabilitation plan to the municipality within 30 days of approval by the Ministry. As part of this, the strategy would request that commenting deadlines be extended to align with timelines for other applications.

6.3.3 Impacts to Public Roads

To address impacts from mineral aggregate operations on public roads external to mineral aggregate sites, the strategy would consider requesting that the Province:

- Remove Subsection 12 (1.1) of the *Aggregate Resources Act* and require the Minister or the Tribunal to reenact having due regard to municipal road maintenance and the aggregate operator to provide for the maintenance and repairs to address haul road degradation resulting from proposed aggregate truck traffic to and from the site. This would help to protect municipal roads and require the operator to repair any damages in a timely manner.
- Amend Ontario Regulation 244/97 and the Technical Standards to require the assessment of aggregate truck noise impacts on external haul roads, morning truck queuing, braking/accelerating on steep hills, traffic infractions, observing speed limits, and using non-designated haul routes.

6.3.4 Blasting and Fly Rock

The strategy would recommend amending the Noise Assessment and Blast Design Report Standards to require that a Blast Design Report be submitted if all sensitive receptors, as defined, are within 1,000 metres of the boundary of the aggregate site. Alternatively, the strategy could request mandated setbacks from blasting sites.

6.3.5 Air Quality and Human Health

The strategy would recommend that the Province adopt the [World Health Organization Global Air Quality Guidelines for Particulate Matter](#) as a standard for evaluation for monitoring air quality as it relates to aggregate operations.

6.3.6 Consultation Period

Similar to the above, the strategy would request the Province (via the Ministry of Natural Resources and Forestry) amend Subsection 0.5(5) of Ontario Regulation 244/97 to extend

the comment period for the municipality from 60 days to 120 days after the consultation period begins for an application for a licence.

6.3.7 Compliance Report

The strategy would request the Province amend Section 15.1 of the *Aggregate Resources Act* to require that all licence holders submit the annual compliance report to the municipality, extending this important monitoring requirement to all existing sites. (It is noted that requiring copies of compliance reports shall be Town policy going forward.)

6.3.8 Interim Land Use and Need

Strong feedback has been received by the ARCWG and the public about the framing of mineral aggregate extraction as an “interim land use.” The strategy would request the Province greater consider the permanent impact of such uses, and to implement a requirement for a “sunset clause” indicating when the licence would expire or establish a procedure for determining the closure of an aggregate operation.

The strategy would also request the elimination of the needs test in the Provincial Policy Statement, either outright or by undertaking or empowering centralized tracking of available resources and inventory at sites.

6.3.9 Contravention and Offences

To ensure adequate monitoring and compliance, the strategy would request the Province appoint Provincial Offences Officers for the purposes of enforcing the *Aggregate Resources Act* or enable municipalities to provide this service. In the interim, the Town can provide information to residents on how to access the enforcement branch of the Ministry of Natural Resources.

Appendix A: Transcribed Board Comments and Question-and-Answer Notes from June 19th Open House

Responses to Board Questions

Is there anything else this study should consider?

- Greenscape not moonscape
- No more applications until inventory of existing aggregate
- Caledon is a critical supplier of water for drinking for Lake Ontario
- Property values
- The impact on ground water flows into the Credit River and impact on Native Species there
- The impact on native species in the Credit River
- Do not make air quality standards based on 24-hour averages

If Caledon's new aggregate policies do nothing else, they need to...

- Stop unnecessary aggregate mining
- Acknowledge that there must be a real and responsive partnership with residents
- Greenscape not moonscape
- Nature is not replaceable and priceless, stop the destruction!
- Protect the public & environment
- No reprocessing of aggregate debris in pits & quarries, establish ... facility like in Holland
- Recognize + ... for negative Externalities
- Protect its residents
- Stop unnecessary new aggregate extraction and protect existing green spaces

What are your thoughts on the key principles raised by the Working Group?

- Responsible, real world, and accountable
- Add "aggregate" to the following sentence: "The Town will not identify and protect **aggregate** resources where:"
- "Existing sources of data", are they current and relevant?
- "Water resources" and Brook Trout Spawning Areas?
- Who defines "realistically possible" under "The requirement to identify and protect the resource and make as much available as is realistically possible..."

- “Perhaps the provincial policy is misguided” under “Aggregate extraction is a major facility that is incompatible with rural and sensitive land uses”.

What are your thoughts on the vision for the policy study?

- What and whose standards are used to determine “quality of life”?
- How about survival under a warming climate?
- I see no specific mention of protecting the Credit River
- Add welfare to the vision statement
- Protect + preserve
- What does ‘social impacts’ mean?

Board Comments

“How could a PM2.5 by-law look like or contain in Caledon?”

- No 24-hour averaging of emissions

“Can a permanent, off-site minimum separation distance of 100 meters between boundary limits of a quarry and settlement area, rural cluster, or sensitive land use (broadly defined) be implemented?”

- Yes

“Can we implement a policy to prevent aggregate operations in areas with vulnerable aquifers?”

- Yes, aquifer protection is V.I.P

“Schedule B4 – Land use Designations” Map

- An outdated [map]? But what is the strength of land use designations? How easy is it to change prime to extractive?

“Can there be a strategy in relation to haul routes?”

- Why are haul routes passing by schools?

“Should a town aggregate advisory committee be convened?”

- Yes

“Are there additional constraints to mineral resource extraction that should be considered by the Town?”

- Compensation for negative externalities, agree.

HPMARA Resources to be Added & Deleted

- I'd be interested to know what the criteria for deletion is?

Can the Town identify or put forward inspectors for mineral aggregate operations?

- Yes, please.

Highly Vulnerable Aquifer Map

- Will the policies address these 2 critical water resources (Nottawasaga River and West Holland River) specifically?

Question and Answer Notes

Answers provided by Joe Nethery, Principal Project Consultant on behalf of the Town of Caledon.

Question #1: What do the actual final recommendations look like - are they written policies, recommendations of policies that council should consider?

Answer: The final recommendations will include draft policies (OP and companion mapping, maybe a Zoning By-law Amendment). It will additionally contain items for future work or future studies, and may include recommendations for the Town Council to consider additional staffing positions. In addition, there will be a recommendation report. This will be presented at the September 17th meeting.

Question #2: In regards to aggregate policies, what kind of policies will be put into place for water? It's an important thing for us in Caledon, we use the Credit River, and need to protect species. This is a big concern.

Answer: Policies with respect to the protection of water resources will be in the Official Plan, and I think the Project Team would agree that those features matter. We've heard loudly and strongly from the Town that it matters, those tests and matters will be built into the plan(s), but no specifics yet.

Question #3: In order to reach the Town's goal, we need take into account the health safety and welfare of residents. Will the policies be consistent with the planning goals in the Official Plan?

Answer: Yes.

Question #4: In the mission statement, can we add 'welfare' in there? Not currently in the draft vision statement.

Answer: Ok.

Question #5: I'd like to be assured that the Town will be looking at aggregate resources as a permanent use, not an interim use, because there are no expiry dates. There is a fear of 'zombie pits'.

Answer: I know that the general policy framework views aggregate as an interim use, and the impacts are long-term on landscapes. Future policies should have that 'long-term outlook' on what the effects are, and what it looks like to bring them to closure.

Question #6: What protection do we have if the Ministry of Natural Resources does not do anything [in terms of enforcement]? What recourse does the Town have? We need real enforcement, and real monitoring.

Answer: Within the provincial framework, the enforcement of licensed conditions is a provincial responsibility/jurisdiction. While there is not a formal role for the Town, that does not mean we are helpless.

Question #7: I understand that provincially the price per tonne that comes back to the Town of Caledon is set by the Province, but can Town Council change the price per tonne? How can we influence the Province to allow for income to come to the Town, to support the problems that come from the aggregate industry, such as road degradation?

Answer: That provincial levy per tonne is outside of the Town's control. However, we can create a "here a list of things we're unhappy about" as items for Town Council to advocate to the Province for.

Question #8: I've submitted the air quality by-law proposal, the Aggregate Resources Act ("ARA") has superseding laws, but the ARA does not cover air quality.

Question #9: Could you tell us a little bit more about what areas of concern related to the natural environment we've delved into? We're trying to protect Brook Trout in the Credit River from aggregate operations. We are concerned about dewatering and groundwater leaching. As part of our policy development/direction, have we looked into that level of

detail, and whether we'll address how the development of a quarry next to a river will impact it? The Credit River is a key land use item in the Town of Caledon.

Answer: We haven't gone to the level of [addressing] specific species, but we have discussed the importance of protecting habitat, significant features, etc. The level of detail contained in the policies might not go into that level of specifics. The key goal is to ensure that these habitats are protected. There's some tools we have, but we're still discussing. But rest assured that the baseline principle is to protect the environment.

Question #10: What is the ability in the Official Plan/the Town's policies to enforce new policies on existing or in progress applications?

Answer: The Town does not have the ability to apply OP policies on current/active operations, it comes into place when a new application comes in. I'd like the policy framework to speak ideally to what the Town can do, in order to bring them a modern standard.

Question #11: As a comment, in the vision statement, the term "quality of life" is vague. I want to see nature valued, not wealth. What is the standard for groundwater recharge / Highly Vulnerable Aquifers, in terms of policy, how far are we willing to go to protect that?

Answer: Those particular features are identified through the Regional Official Plan - we're going to address them to the best of our availability.

Question #12: What are the telephone numbers for Staff/Joe?

Answer: Corporate website is online at netheryplanning.ca, my number is there.

Question #13: Is it possible to have policies that address cumulative effects? There are so many aggregate operations in Caledon, what is the point that Caledon will say no to the next aggregate options?

Answer: The short answer is yes, we're looking at cumulative effects. That's an existing term in the policy framework. It's in the current Official Plan today, and you will see that in the new Official Plan.

Is There Anything Else This Study Should Consider?

The impact on Escand water flows into the Credit River and impact on Native species here.

PROPERTY VALUES !!!

NO MORE APPLICATIONS UNTIL INVENTORY OF EXISTING AGGREGATE

Caledon is a critical supplier of water for drinking for Lake Ontario

GREY SCALE NOT MEANS ARE

The impact on Ground
water flows into
the Credit River and
impact on Native
Species there.

THE IMPACT ON
NATIVE SPECIES IN
THE CREDIT RIVER

Should Co

PROPERTY
VALUES!!!

Caledonia is a
critical supplier
of water for
drinking for
Lake Ontario

NO MORE
APPLICATIONS
UNTIL INVENTORY
OF EXISTING
AGGREGATE

Should There Be Anything Else This Should Consider?

DO NOT MAKE
AIR QUALITY
STANDARDS
BASED ON 24 HOUR
AVERAGES

If Caledonia Policies Do N

NATG 9

NOT RELEASE
AN OFFICERS
STORAGE
PRODUCTION

GREEN
SENSE
NOT
MOONSENSE

acknowledge
that there must
be a need and
responsibility
partnership with
residents

Preserve the
Natural
environment

Stop
unnecessary
aggregate
mining

If Caledon's New Aggregate Policies Do Nothing Else, They Need To...

Protect
Public
health

PROTECT
THE
RESIDENTS!

STOP USING
NEW AGGREGATE
POLICIES TO
PROTECT BUS
CHECK SPAC

Recognize & Compensate
FOR NEGATIVE
ECONOMIC
EXTERNALITIES -

NO REPROCESSING
OR REAGGREGATE MATERIALS
IN PITS & AREAS
ESPECIALLY NEAR
FRONTIERS
HIGHLAND

PROTECT
THE PUBLIC
& ENVIRONMENT

GREEN
SCAPE
NOT
MOONSCAPE

acknowledge
that there must
be a deal and
responsive
partnership with
residents

NATURE IS
NOT REPLACABLE
AND PRICELESS
STOP THE
DESTRUCTION!

Preserve the
Natural
environment

Stop
unnecessary
mining

Ne

GREEN
SCAPE
NOT
MOONSCAPE

acknowledge
that there must
be a real and
responsive
partnership with
residents

PROTECT
THE PLANET
& ENVIRONMENT

NATURE IS
NOT REPLACABLE
AND PRICELESS
STOP THE
DESTRUCTION!

Preserve the
Natural
environment

Stop
unnecessary
aggregate
mining

...ncy

eed To...

PROTECT
ITS
RESIDENTS!

STOP UNNECESSARY
NEW AGGREGATE
EXTRACTION AND
PROTECT EXISTING
GREEN SPACES!

Recognize + compensate
FOR NEGATIVE
ECONOMIC
EXTERNALITIES!

NO REPROCESSING
OF AGGREGATE DEBRIS
IN PITS & QUARRIES.
ESTABLISH RECYCLING
FACILITY LIKE IN
HOLLAND

PROTECT
THE PUBLIC
& ENVIRONMENT





Protect
Public
health

New Aggregate Nothing Else, They

12/27

KEY QUESTIONS AND SUGGESTIONS

could a PM2.5 by-law look like or contain in Caledon?

the Town require ambient air quality standards at the boundaries of lands owned
controlled by proponents through approved testing methods? Can operations
monitored using approved methods initially, with new phases contingent on a
nstrated high level of compliance?

the Town develop a comprehensive inventory of sensitive receptors as part of the
cation process?

the language outlined in the Ministry of the Environment's D-6 Guideline

NO. 26 have
A. (K. S. S. S. S. S.)
OF EMISSIONS!

edon?

t the boundaries of lands
metho

NO 24 hour
AVERAGE
OF EMISSIONS!

POLICY QUESTIONS AND SUGGESTIONS

FUTURE
CALEDON

Can a permanent, on-site setback of 500 meters (equivalent of an excavation limit) be imposed on the quarry site?

Can a permanent, off-site minimum separation distance of 1000 metres between the boundary limits of a quarry and settlement area, rural cluster, or sensitive land use (broadly defined) be implemented?

YES

Can a noise and vibration by-law be passed by Council to restrict vibrations at boundary limits? Can the standard be lower (e.g., 2mm/s) than the Provincial standard?

Can a policy be provided to ensure that only a licensed, experienced, blasting engineer be permitted to operate in Caledon? Can a license be mandatory?

1 A map of significant recharge areas should be included in the upcoming Office of Water's aggregate policies.

2 Can we implement a policy to prevent aggregate operations in areas with vulnerable aquifers?

Aquifer
Protection
15 N.P.

3 Can the T... frame phasing applications such that water issues must be first addressed before dealing with remaining issues?

4 How can we prioritize the protection of water resources in our policy initiatives, specifically addressing the safeguarding of private wells?

Can we implement a policy to protect aquifers?

Yes
Aquifer Protection
is U.C.P.

Can the [unclear] phasing application
before dealing with remaining issues

How can

4

Schedule B4

Land Use Designations

An outdated?
but what is the
strength of land
use designations
? ? How easy to
change primarily
to extractive ? ?

Industrial Area
Development Area
Special Area

- New Community Area
- New Employment Area
- Prime Agricultural Area
- Rural Lands

See Policy 32.1.1.3

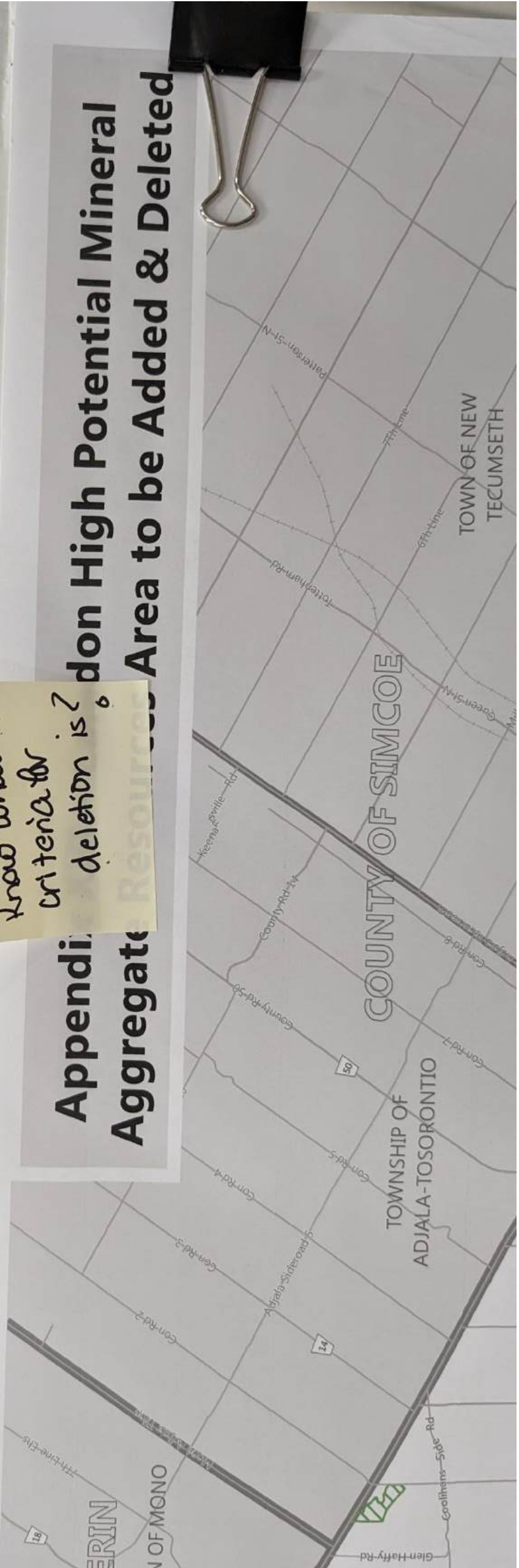
Town of New Tecumseth

WINDSIDE RD

Ontario

I'd be interested to know what the criteria for deletion is?

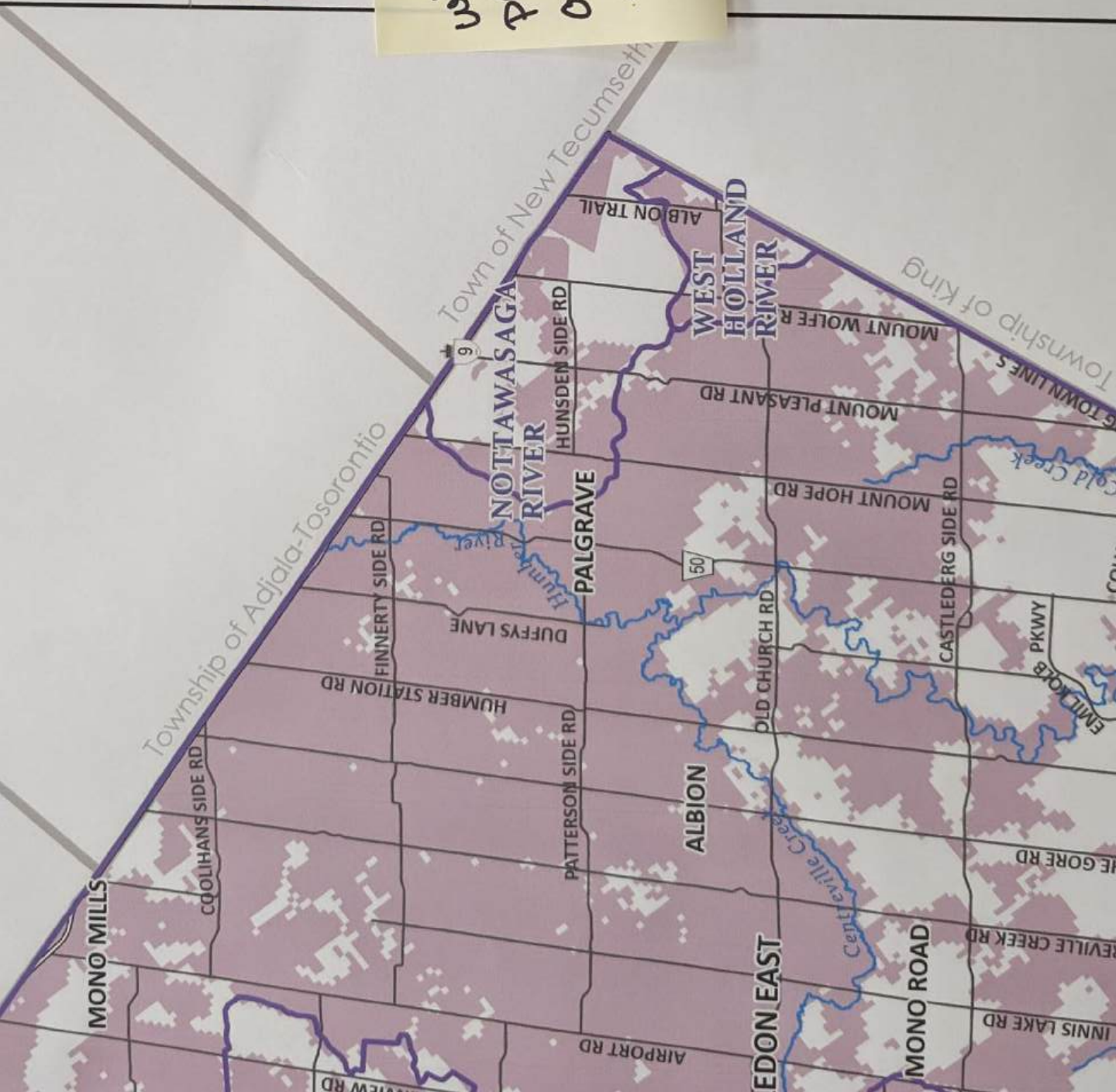
Appendix A Aggregated Resources Area to be Added & Deleted don High Potential Mineral



Highly Vulnerable Aquifers

- Watershed Boundary
- Highly Vulnerable Aquifer

Will the policies that address these critical & not in reserves recover the watershed



What are your thoughts on the vision for the policy study?

It's a good vision, but it's a bit vague. I think it would be better if it was more specific and had some examples of what it would look like in practice.

It's a good vision, but it's a bit vague. I think it would be better if it was more specific and had some examples of what it would look like in practice.

It's a good vision, but it's a bit vague. I think it would be better if it was more specific and had some examples of what it would look like in practice.



What are your thoughts on the key principles raised by the Working Group?

It's a good vision, but it's a bit vague. I think it would be better if it was more specific and had some examples of what it would look like in practice.



Reasonable,
real world
and
accountable

What and whose
standards are
used to determine
"quality of life"?

How about
survival
under a
warming climate!



**FUTURE
CALEDON**

I see no specific
Mention of Protecting
the Credit River

**Discussions with the Aggregate Resources
Community Working Group
resulted in the members identifying the
following key principles to consider in
drafting the new policies:**

• It shall be recognized that where aggregate resources are being identified and protected under the Official Plan, other capital intensive and/or sensitive land uses may be restricted. The Town will not identify and protect resources where:

- There are incompatible existing or future uses;
- There is the potential for other land uses that support the rural economy and institutions, and therefore serve a greater long-term public interest;
- There are issues of public health...

↑
AGGREGATE

**Discussions with the Aggregate Resources
Community Working Group
resulted in the members identifying the
following key principles to consider in
drafting the new policies:**

- The policies shall be formulated to be as precise and prescriptive as is realistic in order to achieve the Town's vision in a clear manner and should provide for public participation in decision making where site specific evaluation is required.

Existing sources of data are they current?

following key principles to consider in drafting the new policies:

- The policies shall be formulated to be as precise and prescriptive as is realistic in order to achieve the Town's vision in a clear manner and should provide for public participation in decision making where site specific evaluation is required.
- Existing sources of data and expertise, and technology should be used to identify and map areas throughout Caledon where aggregate extraction shall not occur based on local constraints such as water resources and sensitive land uses.
- Planning policies and related n... should be used to achieve progressive and final rehabilitation of pit and quarry operations and viable end uses.

Existing sources of data " are they current + relevant?

And Brook Trout Spawning Areas?

Discussions with the Aggregate Resources Community Working Group resulted in the members identifying the following key principles to consider in drafting the new policies:

- The requirement to identify and protect the resource and make as much available as is realistically possible and feasible is a Provincial policy. The municipality must be guided by all the considerations under s. 2 of the Planning Act and all relevant provisions of the Provincial Plan, the Region of Peel Official Plan and the Provincial Policy Statement, not just this one Provincial Policy.

Who's what's
governments
prohibit a
can not?

- Aggregate extraction is a major facility that is incompatible with rural and sensitive land uses — including rural settlement areas — that but for Provincial policy and legislation would not be permitted within the rural landscape of the Town.

Perhaps
The Provincial
Policy is
incompatible?

Aggregate is
a rural use
not in the
zone
by the
Dufferin

- Aggregate extraction permanently ~~removes~~ the pre-existing features and functions on the landscape, which cannot be protected on lands where aggregate extraction is allowed to occur;

W policies:

protect the resource and
historically possible and
municipality must
under s. 2 of the Pla
the Provincial Plan
and the Provincial Policy
ncial Policy.

who
defines what is
"realistically
possible" ?
can we?

facility that is incompatible
— including rural
provincial policy and
within the rural landscape

Perhaps
the Provincial
Policy is
misguided?

AGGREGATES ARE
A RURAL USE
NOT AN URBAN
USE
YOU CAN'T PUT
QUARRIES IN CITIES

ys the pre-existing
andscape, which cannot be
ate extraction is allowed to

Discussions with the Aggregate Resources Community Working Group identified the following vision for the policy study:

The purpose of this Caledon aggregate policy initiative is to...

maintain and enhance the health, safety, and quality of life of our residents and our community, and our natural environment and water resources to the full extent of the Town's legal jurisdiction.

Does this mean
social impacts?

Protect?

What standards
are used to
determine
"quality of life?"

Adding
"Welfare"

protect
=
preserve

edon aggregate policy initiative is to...

**the health, safety, and quality of
and our community, and our natural
resources to the full extent of the
state's legal jurisdiction.**

Protect?

Adding
"Welfare"

Protect
+
Preserve
=
=

DOES THIS MEAN
SOCIAL IMPACTS?

The purpose of this Caledon

**maintain and enhance the
life of our residents and our
environment and water reso
Town's lega**

What standards
are used to
determine
"quality of life"?

TIONS AND SUGGESTIONS

**FUTURE
CALEDON**



encouraged on existing haul routes, or can there be a strategy
ment in relation to haul routes?

aborate with the Ministry of Transportation on conducting a feasibility
alternative aggregate haul routes and options to manage truck impacts

Why are haul
roads passing
by schools

own address the lack of coverage for high problem routes and inadequate
of Caledon's topography in the Peel Paper?

needs a solution to compensate for the loss of coverage
in project reviews, including data retention
needs to have an effective
e matters.

- 1 How can the policies better recognize, reflect and respond to exceedances in standards and operational impacts?
- 2 Can commercial filling only be permitted on sites that have been transferred into public ownership?
- 3 Can content requirements for technical reports be specified?
- 4 Why does the noise by-law for these sites start at 6 a.m. rather than the more common 7 a.m. start time in other municipalities?
- 5 Should a Town Aggregate Advisory Committee be convened?

Please add your thoughts on these questions, or any other.

YES

POLICY QUESTIONS AND SUGGESTIONS

- 1 What constraints are used by the Ministry of Mines to scale and scope down the extent of available mineral aggregate resources (primary, secondary, tertiary)?
- 2 What does "protection for the long-term" mean?
- 3 What is the economy and practicality of bedrock extraction?
- 4 Are there additional constraints to mineral resource extraction that should be considered by the Town?

20m restoration
pop. 100,000
100,000
100,000

← Hg, Pb, Cd
- 5 Are the current application criteria for reserve and I... under HPMARA still appropriate, and should this policy be reevaluated?

ACCOUNTING AND FINANCE

general resource extraction that should be

✓ Agree

COMPENSATION
FOR NEGATIVE
EXTERNALITIES

under HPMMA

for reserve and
be reevaluated?

POLICY QUESTIONS AND SUGGESTIONS



- 1** Can Town involvement be increased on self-filed amendments by aggregate operators?
- 2** Can the Town consider requiring impermeable surfaces or caps to separate asphalt or concrete operations from the ground/bedrock?
- 3** Can the Town identify or put forward inspectors for mineral aggregate operations?
- 4** Consider an increase in the required setback above the water table for accessory uses (from 2 metres to 4 or 5 metres)?

1. aggregate operators
2. impermeable surfaces
3. inspectors
4. water table

Please add your thoughts on these questions, or any other matters.

Aggregate operations?

table for accessory

PLEASE!
NUMBER!
123456789

ES

Summary Aggregate Policy Study Open House

The Supplementary Aggregate Policy Study builds upon the joint Region and Town Aggregate Policy Review and the Town's Aggregate Rehabilitation Master Plan. The Study will:

- Look at background on aggregates in Caledon;
- Review aggregate Official Plan policies, and;
- Make recommendations for improvements to those policies to ensure Caledon can reach its planning goals.

Project Steps Following Tonight

A summary of public input received will be prepared. The Consultant will, with the support of Town staff, summarize and address agency and public comments received.

- The next open house: July 25, 2024, at Alton Legion
- Statutory public meeting: September 3, 2024
- Committee and Council adoption/approval: September 17, 2024 (Planning and Development Committee), and September 24, 2024 (Council)

The online survey and project information completed to date can be found here



haveyoursaycaledon.ca

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What element of **accessory and incidental uses of existing aggregate sites** are of most concern to you (e.g., recycling, asphalt plants)?

What should the Town's **resource mapping** show or not include (e.g., potential resource locations)?

Which aspects of **rehabilitation** of former aggregate sites are of most concern to you (e.g., future use of sites)?

Which aspects of the **natural environment** are of most concern to you (e.g., trees, wildlife, water)?

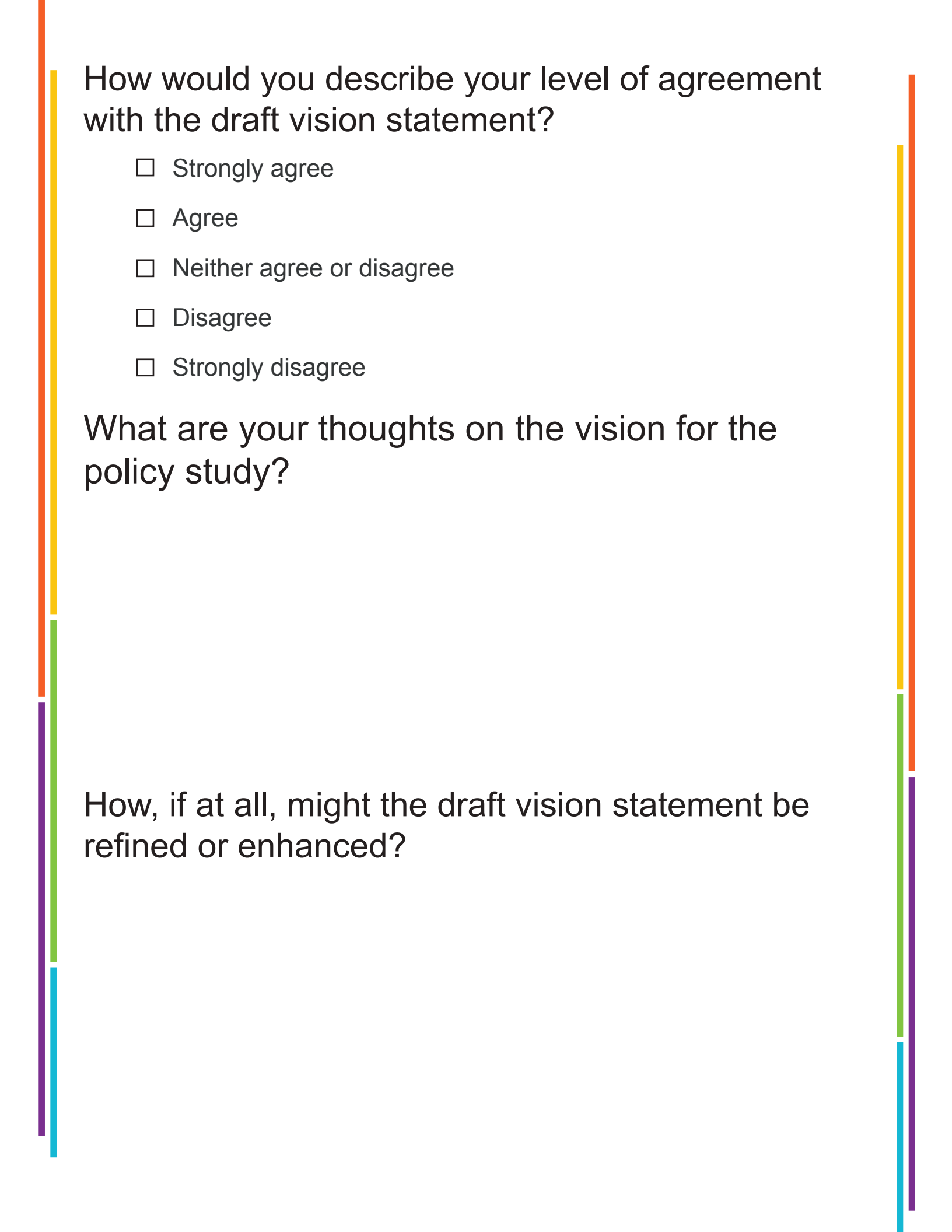
How should aggregate operations mitigate **dust, air and noise** emissions (e.g., operational noise, dust management)?

What about **transportation** of aggregates is of most concern to you (e.g., haul routes)?

Which aspects of **blasting, flyrock and vibration** are of most concern to you (e.g., safety)?

How can the Town and Province improve **monitoring of aggregate operations** (e.g., operational compliance and data sharing with the public)?

If the policy options were to address one issue, what would you like it to be?



How would you describe your level of agreement with the draft vision statement?

- Strongly agree
- Agree
- Neither agree or disagree
- Disagree
- Strongly disagree

What are your thoughts on the vision for the policy study?

How, if at all, might the draft vision statement be refined or enhanced?



What are your thoughts on the key principles raised by the Working Group?

What key considerations need to inform the development of Caledon's Aggregate policies?
What do you feel is essential for the project team to know and be thinking about?

What additions or refinements, if any, would you suggest to the draft key principles?

If you wish to be on the project mailing list, please provide your information below:

Name: _____

Address: _____

Email: _____

Personal information is collected in accordance with the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA) for maintenance of a project mailing list. Contact the Town of Caledon Clerk's Department (3-1-1 or 905-584-2272) for more information, or you can find more information about your privacy rights on the websites of the Information and Privacy Commissioner of Ontario (www.ipc.on.ca)

Appendix D: Online Survey Content and Responses Received

Thematic Areas Survey

Response 1

- Q1: What element of accessory and incidental uses of existing aggregate sites are of most concern to you (e.g., recycling, asphalt plants)?
- A1: those that add truck traffic and air and water pollution should be of most concern

- Q2: What should the Town's resource mapping show or not include (e.g., potential resource locations)?
- A2: resource mapping should exclude, with clear markings, important natural and heritage resources such as the Bruce Trail, Niagara Escarpment, Credit River and other associated parks and trails, with appropriate buffer zones to accommodate air, water, noise and traffic pollution from affecting the uses and condition of these areas

- Q3: Which aspects of rehabilitation of former aggregate sites are of most concern to you (e.g., future use of sites)?
- A3: rehabilitation should consider effects upon existing watersheds, and be integrated with and create new public use natural spaces such as parks and trails. there should be clear timelines for rehabilitation activities to start and finish on in service and used up sites.

- Q4: Which aspects of the natural environment are of most concern to you (e.g., trees, wildlife, water)?
- A4: watersheds, wetlands, particularly wildlife habitat and drinking water, air pollution, traffic and dust pollution

- Q5: How should aggregate operations mitigate dust, air and noise emissions (e.g., operational noise, dust management)?
- A5: blasting should be completely prohibited. monitoring should be up to the latest and most strict international standards and emissions monitoring must be enforced with stiff fines and sanctions including cancellation of operating licences for violators

- Q6: What about transportation of aggregates is of most concern to you (e.g., haul routes)?
- A6: Hurontario and the sideroads around Caledon Village already has too much and too fast traffic. Every other day there are serious accidents. Without new bypass road infrastructure and new routing, we are already at the maximum capacity for aggregate trucks
- Q7: Which aspects of blasting, flyrock and vibration are of most concern to you (e.g., safety)?
- A7: Dust pollution has been linked to serious health and environmental issues far beyond the nuisance of cleaning. Fine particles are the most serious concern, but all of the issues, vibration, noise and flyrock are of concern. In particular, there is no practical way to limit the travel of dust away from the site. Much stricter monitoring and enforcement and application of the most stringent standards are needed for airborne emissions
- Q8: How can the Town and Province improve monitoring of aggregate operations (e.g., operational compliance and data sharing with the public)?
- A8: Provide mapping in the way the weather network does for weather mapping and Sygration does for electricity generating data that is freely accessible to everyone. Provide data on demand through the town and provincial websites. Provide detailed investigation and non-compliance reports the way professional engineers Ontario PEO does.

Response 2

- Q1: What element of accessory and incidental uses of existing aggregate sites are of most concern to you (e.g., recycling, asphalt plants)?
- A1: The public wants aggregate to be recycled so the town should promote it. Accessory uses can be discontinued once the native materials in the site are depleted below a certain threshold, this can be written as a condition on the site plans in the application stage.
- Q2: What should the Town's resource mapping show or not include (e.g., potential resource locations)?
- A2: All of the resource should be shown so that the public knows where an application may occur and are not surprised. The resource should be accurately mapped to protect it for the future residents of the province. It is an important non-renewable resource. Taking out small areas might actually limit a larger resource

area in the future as the mapping is not at all that well established. a single data point could be an indicator of more resource to be found and used for the public good in the future. non-renewables need to be protected for the future needs of the public. Caledon's resources are of the highest quality in the province and should be protected as much as possible.

- Q3: Which aspects of rehabilitation of former aggregate sites are of most concern to you (e.g., future use of sites)?
- A3: for the larger continuous areas continuing to work with the public and industry to identify areas for new roads, naturalization and future public places should be encouraged. perhaps a study of rehabilitation plans in Caledon to look at proportions of rehab type - housing, commercial/industrial, natural, waterbody, etc that is proposed and work with operators if a different mix is desired
- Q4: Which aspects of the natural environment are of most concern to you (e.g., trees, wildlife, water)?
- A4: aggregate extraction is a clean industry. the water in the Peel regional well on Hwy 10 at the gravel pits is the cleanest in the Peel system. Rehabilitation plans to aid in the recovery of threatened species should be encouraged with applicants at the time of application when site plans are being reviewed and drafted.
- Q5: How should aggregate operations mitigate dust, air and noise emissions (e.g., operational noise, dust management)?
- A5: mitigation of emissions is the law. if the town believes there are operations that are emitting off their sites into the environment in breach of the limits, they should address it with the operators directly, monitor to have proof, request that operators update their own monitoring plans and studies if they operate legacy sites, failing resolution seek the aid of the provincial authority..
- Q6: What about transportation of aggregates is of most concern to you (e.g., haul routes)?
- A6: alleviating congestion is needed to have safer, more efficient roads for all road users, the town needs to invest in and open up more strategic truck routes that will match up with the resource areas to get the aggregates to market more efficiently
- Q7: Which aspects of blasting, flyrock and vibration are of most concern to you (e.g., safety)?

- A7: the town should encourage operators who will utilize blasting to inform the community of intended blasts, educate the community on their procedures and invite them to blast day open house to witness blasting take place, sharing of monitoring reports of blasting should be encouraged as a best practice
- Q8: How can the Town and Province improve monitoring of aggregate operations (e.g., operational compliance and data sharing with the public)?
- A8: Monitoring compliance is a provincial responsibility. the town does not have the legislative authority or expertise for this and it would be a duplication of effort. the municipality already receives annual compliance reports directly from the operators. if the town wants to spend more money on observation, it could ask permission to attend inspections with MNRF staff to get a feel for what is going on.

Response 3

- Q1: What element of accessory and incidental uses of existing aggregate sites are of most concern to you (e.g., recycling, asphalt plants)?
- A1: Impacts on climate and resources (water, air quality, etc.) Impacts on infrastructure.
- Q2: What should the Town's resource mapping show or not include (e.g., potential resource locations)?
- A2: Lakes and rivers, air quality, temperature,
- Q3: Which aspects of rehabilitation of former aggregate sites are of most concern to you (e.g., future use of sites)?
- A3: Natural landscape not restored to 'before use' status. Sites could be used for housing developments, for lower income or seniors (independent) living communities. Aggregate companies should have to participate 100% for cost of redevelopment of sites and infrastructure associated.
- Q4: Which aspects of the natural environment are of most concern to you (e.g., trees, wildlife, water)?
- A4: Preservation of Wildlife, trees, water, air quality, temperature impacts all vitally important to quality of human life

- Q5: How should aggregate operations mitigate dust, air and noise emissions (e.g., operational noise, dust management)?
- A5: Many trees help with noise emissions in general. Make a policy that doesn't allow for mass tree removal. Aggregate operations not allowed to operate during times when the wind is stronger than 50 km/hr at site.
- Q6: What about transportation of aggregates is of most concern to you (e.g., haul routes)?
- A6: Safety and welfare of cars using the roadways. Haul drivers being paid by the load, which creates an aggressive attitude to go faster to get more paid loads achieved during their shift. It's dangerous for everyone. There are already too many trucks on our roadways.
- Q7: Which aspects of blasting, flyrock and vibration are of most concern to you (e.g., safety)?
- A7: Degrades safety and quality of life for wildlife and human life,.
- Q8: How can the Town and Province improve monitoring of aggregate operations (e.g., operational compliance and data sharing with the public)?
- A8: Make all information regarding operational compliance Public and have it be available in a 'real time' manner. Make information regarding operational offences and fines levied and paid Public in a 'real time' manner. Make the industry operate in a fully transparent and accountable fashion. Play by our rules in our back yard (Caledon) or take and do your business somewhere else.

Response 4

- Q1: What element of accessory and incidental uses of existing aggregate sites are of most concern to you (e.g., recycling, asphalt plants)?
- A1: The volume of truck traffic in and out that they generate and the potential for excess pollution and noise due to poor standards and lack of monitoring and accountability and especially consequences to all parties for the same.
- Q2: What should the Town's resource mapping show or not include (e.g., potential resource locations)?

- A2: All currently mapped and designated resource source areas complete with designated environmental and significant public areas (housing, civic and recreational).
- Q3: Which aspects of rehabilitation of former aggregate sites are of most concern to you (e.g., future use of sites)?
- A3: The lengthy timeframe to completion and the possible burial of contaminated imported fill.
- Q4: Which aspects of the natural environment are of most concern to you (e.g., trees, wildlife, water)?
- A4: Water! The effect of the operation on the groundwater and neighbouring wells and surface water (streams). The underground shock wave from blasting especially has far ranging effects on structures and more importantly the local aquifers upon which Caledon residents heavily depend.
- Q5: How should aggregate operations mitigate dust, air and noise emissions (e.g., operational noise, dust management)?
- A5: Noise: Placement of the crushing plant is likely the key and then maintenance of equipment and sound deadening materials. If the crushing plant is on high ground the noise will spread farther and be louder than if it's lower inside the pit, similar to be surrounded by a high berm. High pitched reverse beepers are obnoxious and that unnatural sound travels far in an out of place area. There are less obnoxious reverse beepers available and backing of highway trucks can be minimized, since they often use the higher pitched beeper. Air/Dust: A great amount of dust is from the trucks moving out of the site. There is always a trail of mud/dirt on the public road from which trucks access the pits. This is often accompanied by a sweeper moving along at extremely low speeds trying to clean up the tracks of dirt by brushing it into the air creating a huge dust cloud and a traffic slowdown and an increased accident risk. This dust can be minimized within the pit by watering the haul routes. It can be eliminated from the public roadway totally! Trucks hauling out of the pit should be moving through a wheelwash system before being allowed onto the scale. The roads outside the scale should be paved, not gravel and the scale house should be a minimum of 300m or more from the public road on to which they will enter. This will allow enough time for the vehicles to drip off and dry up before they hit the roadway. Should sweeping/cleaning operations still be necessary, they can take place off the public roadway. Any trailing of dust and dirt from transport trucks onto

the roadway should be cause for a hefty fine. These pits operate for decades, so the amortized cost of infrastructure over that time period is minimal and off the public's back! There should be no delivery of material out of any new pit until this infrastructure is complete. Existing pits should have one year to comply. Look to Europe and the US for up and running examples. I have seen one such operation close to where Holderbank (Primary 1/2 of Holcim) started out and the trucks exiting the pit are as clean as when going in if not moreso. One would never tell that they're exiting from a quarry operation by driving along the public roadway past their gate, if they weren't in the know. Dust from operations has standards and containment methods already developed. They need to be employed and maintained and this must be monitored and face consequences when they fail. All consequences should equal the cost of implementation, or cost of maintenance, with some method of escalation where repeat failures occur.

- Q6: What about transportation of aggregates is of most concern to you (e.g., haul routes)?
- A6: The implications of heavy truck traffic vis a vis, increased volume, traffic slowdown/conflict, roadway infrastructure costs and dust migration out of the pits onto public roadways. The planning for truck traffic must be long term and the infrastructure initiated immediately, not later. With the Votorantim/St Mary's proposal for example, should it come to pass: the proposal indicates a future tunnel under hwy 24/Charleston Rd to allow movement of raw material from the south portion to the processing plant on the north side. This underpass should be built immediately by the proponent to allow for a conveyor or trucks to eventually move the raw material, but also to immediately allow for runoff and merge ramps off and onto hwy 24 for highway trucks to efficiently enter and exit the pit for the next 50-100 years, wide enough to allow for expansion of the hwy for the next 30 years. The public should not be paying for this inconvenience for the next 50 years while the company simply reaps the profits. Not only will this help with traffic flow, it will also reduce noise pollution a set of lights at a full intersection would cause.
- Q7: Which aspects of blasting, flyrock and vibration are of most concern to you (e.g., safety)?
- A7: Vibration! It transmits far from the source and has effects upon neighbouring structures and most importantly the aquifer which people depend upon for drinking water.

- Q8: How can the Town and Province improve monitoring of aggregate operations (e.g., operational compliance and data sharing with the public)?
- A8: Create and maintain a web based dashboard that lists all pit operations whether dormant, operational or proposed. It should allow for input by the public, in cases of abuse or potential standard failures. It should also indicate passes and fails of inspections so as to allow peering behind the berms of secrecy that hide all but the dust clouds of these operations from view.

Response 5

- Q1: What element of accessory and incidental uses of existing aggregate sites are of most concern to you (e.g., recycling, asphalt plants)?
- A1: Concrete recycling are most concerning, due to the PM2.5 material released into the air. Additionally, the lack of dust mitigation at the sites, including the access points of trucks.
- Q2: What should the Town's resource mapping show or not include (e.g., potential resource locations)?
- A2: Concrete recycling are most concerning, due to the PM2.5 material released into the air. Additionally, the lack of dust mitigation at the sites, including the access points of trucks
- Q3: Which aspects of rehabilitation of former aggregate sites are of most concern to you (e.g., future use of sites)?
- A3: How they will be rehabilitated, and who will pay for it.
- Q4: Which aspects of the natural environment are of most concern to you (e.g., trees, wildlife, water)?
- A4: Natural heritage is all connected and therefore equally important. Once it's gone, it takes a very long time to return. With the current state of the environment and the climate crisis, we cannot afford to lose any more of our already diminishing natural heritage. However, if you are looking for specifics, water and air quality are primarily important.
- Q5: How should aggregate operations mitigate dust, air and noise emissions (e.g., operational noise, dust management)?

- A5: Respectfully, that is not anyone's concern but the aggregate operator. Policies need to be in place that have scientifically supported evidence to ensure the health and well-being of residents as well as the surrounding natural environment. Their mitigation efforts must satisfy the specifics outlined in Town policy and are not harmful to the environment. It's the cost of doing business for them.
- Q6: What about transportation of aggregates is of most concern to you (e.g., haul routes)?
- A6: Volume and speed of aggregate haulers, as well as the wear and tear on current haul routes. There are too many trucks that are wreaking havoc on the condition of roads in Caledon, and the Town needs to pay for the upkeep of them. Unfortunately the aggregate operators and the haul companies do not pay enough in taxes to cover those costs. Haul trucks also go far too fast on haul routes, especially on Highways 10 and 50.
- Q7: Which aspects of blasting, flyrock and vibration are of most concern to you (e.g., safety)?
- A7: The potential dangers of blasting. There are precious few rules and regulations regarding blasting, which is a recipe for disaster. Lax regulations means the potential for catastrophic damage or even loss of life due to fly rock. Additionally, the damage to the surrounding aquifer is a massive concern.
- Q8: How can the Town and Province improve monitoring of aggregate operations (e.g., operational compliance and data sharing with the public)?
- A8: More funding from the province by the MNRF; increased regulation of what is allowed onto town roads in terms of dust and debris, as well as speed enforcement; better transparency and communication of monitoring efforts, in addition to strictly and FAR more frequently monitoring the sites.

Key Principals and Vision Survey

Response 1

- Q1: If the policy options were to address one issue, what would you like it to be?
- A1: prohibiting any new expansion in or adjacent to existing natural sensitive areas such as the Bruce Trail, Niagara Escarpment and Credit River and associated wetlands, and public use trails and parks

- Q2: How would you describe your level of agreement with the draft vision statement? “The purpose of this Caledon aggregate policy initiative is to maintain and enhance the health, safety, and quality of life of our residents and our community, and our natural environment and water resources to the full extent of the Town’s legal jurisdiction.”
- A2: Strongly agree

- Q3: What are your thoughts on the vision for the policy study?
- A3: the "weasel words" to the full extent of the Town’s legal jurisdiction should be followed by another statement such as, "and participate and encourage public participation in advocacy in the Region and Province when the jurisdiction resides outside the town's.

- Q4: How, if at all, might the draft vision statement be refined or enhanced?
- A4: the "weasel words" to the full extent of the Town’s legal jurisdiction should be followed by another statement such as, "and participate and encourage public participation in advocacy in the Region and Province when the jurisdiction resides outside the town's.

- Q5: What are your thoughts on the key principles raised by the Working Group?
- A5: they are broad but encompass the key elements

- Q6: What key considerations are needed to inform the development of Caledon’s Aggregate policies? What do you feel is essential for the project team to know and be thinking about?
- A6: many of us probably came to Caledon because of its natural features. my wife and I have been coming here to hike, kayak, golf, bike etc since we were 17. I joined the Bruce Trail association in 1979. The Bruce Trail, Niagara Escarpment and Credit River are the reasons we chose to retire here in 2020. These are the natural features of Caledon which should be specifically protected and prohibited from aggregate development.

- Q7: What additions or refinements, if any, would you suggest to the draft key principles?
- A7: any testing, monitoring, health, and safety standards should be the strictest level available international standards

Response 2

- Q1: If the policy options were to address one issue, what would you like it to be?
- A1: All encompassing Protection of the Natural Environment, trees, rivers, lakes, air, wildlife - all priceless. All which enhance the quality of life for the human element.

- Q2: How would you describe your level of agreement with the draft vision statement? “The purpose of this Caledon aggregate policy initiative is to maintain and enhance the health, safety, and quality of life of our residents and our community, and our natural environment and water resources to the full extent of the Town’s legal jurisdiction.”
- A2: Neither Agree or Disagree

- Q3: What are your thoughts on the vision for the policy study?
- A3: The Town can write a vision statement that 'sounds good on paper' but also that allows the Town to let itself off the hook under the guise of 'full extent of the Town's legal jurisdiction'.

- Q4: How, if at all, might the draft vision statement be refined or enhanced?
- A4: Make it a true statement without the legal jurisdiction caveat. Don't talk out of both side of your face Town!

- Q5: What are your thoughts on the key principles raised by the Working Group?
- A5: no thoughts at this time.

- Q6: What key considerations are needed to inform the development of Caledon’s Aggregate policies? What do you feel is essential for the project team to know and be thinking about?
- A6: Long term impacts of any form of aggregate operations within Caledon will be an expensive proposition that doesn't not pay to rebuild roads/bridges/ communities. It goes against other Town initiatives, such as illegal trucking. It goes against the concept of Caledon being the Greenest Community in Ontario. We are at a tipping point where climate and environment is under attack-don't lay down and let this happen here.

- Q7: What additions or refinements, if any, would you suggest to the draft key principles?

- A7: No business should be allowed to operate in a manner whereby it has any affect on the quality of life and welfare of the residents of a given area or community at any time of the day or night on any given day.

Response 3

- Q1: If the policy options were to address one issue, what would you like it to be?
- A1: Requirements for operations to proceed and continue, since you truly have little voice in whether or not they are even allowed, must put up with the daily impact for decades, if not a century and so, start as you mean to go!
- Q2: How would you describe your level of agreement with the draft vision statement? “The purpose of this Caledon aggregate policy initiative is to maintain and enhance the health, safety, and quality of life of our residents and our community, and our natural environment and water resources to the full extent of the Town’s legal jurisdiction.”
- A2: Agree
- Q3: What are your thoughts on the vision for the policy study?
- A3: It's way too general. It's a great overarching statement for the Towns OP. But, how does this pertain to aggregate production, movement and use in Caledon ? All activities in Caledon should strive to perform to those same objectives. This is about aggregate policy vision and that should be within the statement.
- Q4: How, if at all, might the draft vision statement be refined or enhanced?
- A4: The statement should be more specific, not just some lofty ideals. It's about integrating aggregate production (mining) and processing, because recycling (an aggregate process) can take place concurrently, or after the main resource is depleted and thereby bringing material to the site and increasing the range of factors that need addressed, as well as possibly extending the working time-frame of the site. Please link it more specifically to what the vision is in reference to.
- Q5: What are your thoughts on the key principles raised by the Working Group?

- A5: A good start. #6: It seems the Municipality actually has very little say in where aggregate operations can take place, if a number of people have power of veto in the end. I'm sure all significant resource areas have long been identified and likely even purchased by interested producers, Your best hope now is in identifying and implementing ways of securing power of control and regulation over ongoing access and operations. Be realistic. #7. Basically you're saying the same as in 6 and again, I think those hopes are overzealous. Isn't that what zoning does, provide measures, or guidelines to guide implementation of a use within a zone? #8. "The policies shall be formulated to be as precise and prescriptive as is realistic ...". Replace the word realistic with the word legal. #10. "There are issues of public health, public safety, and environmental impact." Those are major inherent issues with this land use no matter where it occurs and you have no credibility on these grounds. Again, focus on those things that are possible and realistic. Don't get distracted. #12. And --- Timely! Additionally: Aggregate operations are very long term corporate citizens of the municipality. Citizens have rights and obligations. Aggregate operations affect an area far greater than the immediate site due to emissions moving across the land through the air and product moving into and off site through the greater municipality with huge effects upon local infrastructure. Aggregate operations affect an area for a far greater time period than most other activities. Therefore planning and support/infrastructure costs must be amortized over that long term. This is important to justify and accept the in depth planning and implementation of facilities both public and private which contribute to higher initial startup costs. Incentives for cost sharing/reimbursement on public portions by the corporate citizen should be investigated.
- Q6: What key considerations are needed to inform the development of Caledon's Aggregate policies? What do you feel is essential for the project team to know and be thinking about?
- A6: Aggregate mining operations are very long term corporate citizens of their municipality. Citizens have rights and obligations. Aggregate mining operations have a far and wide ranging affect on their municipality beyond their site and immediate neighbours. Aggregate mining operations affect an area far longer than most other land uses, generally for generations. Aggregate mining operations contribute to their municipality and an area far far beyond their borders. Caledon should take some pride in one of its' primary industries and its' role in supporting infrastructure and development throughout the greater GTA to foster a knowledge, understanding and value for its' contribution and predicament. Aggregate mining operations change their site irreversibly, far from the existing state and currently,

severely limit post operational land-use. Caledon is an area of many dormant/abandoned mines, large operational mines (many adjacent to each other) and even more large future mining sites based on its' large aggregate resource area. What will Caledon look like once these are all finally closed and rehabilitated. What does this say about the limits/possibilities for redevelopment of this massive land

area over the long term? If they're all recreationally based, how will that contribute to the future tax base? How does Caledon's support of infrastructure throughout the greater GTA return value to Caledon?

- Q7: What additions or refinements, if any, would you suggest to the draft key principles?
- A7: See questions 5 and 6 above

Response 4

- Q1: If the policy options were to address one issue, what would you like it to be?
- A1: Air quality.

- Q2: How would you describe your level of agreement with the draft vision statement? “The purpose of this Caledon aggregate policy initiative is to maintain and enhance the health, safety, and quality of life of our residents and our community, and our natural environment and water resources to the full extent of the Town’s legal jurisdiction.”
- A2: Strongly agree

- Q3: What are your thoughts on the vision for the policy study?
- A3: Great start, but not nearly specific enough

- Q4: How, if at all, might the draft vision statement be refined or enhanced?
- A4: Have scientifically backed, specific numbers to protect people and the environment.

- Q5: What are your thoughts on the key principles raised by the Working Group?
- A5: Again, great start, but the Town policy needs to reflect this and go even further to ensure the safety of the public and the environment.

- Q6: What key considerations are needed to inform the development of Caledon's Aggregate policies? What do you feel is essential for the project team to know and be thinking about?
- A6: Ensure that experts in areas such as air quality, natural heritage, hydrogeology, traffic, etc. are hired to review aggregate application submissions and to inform the creation and defence of good, protective policy.

- Q7: What additions or refinements, if any, would you suggest to the draft key principles?
- A7: Be specific. What are the limits of particulate allowed in the air? What specific protections to natural heritage are to be adhered to? What is safe and allowable truck speed and volume on the streets of Caledon? Specific and scientifically backed policy must be created.

TOWN OF CALEDON

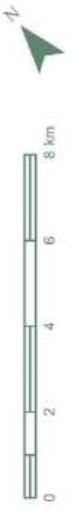
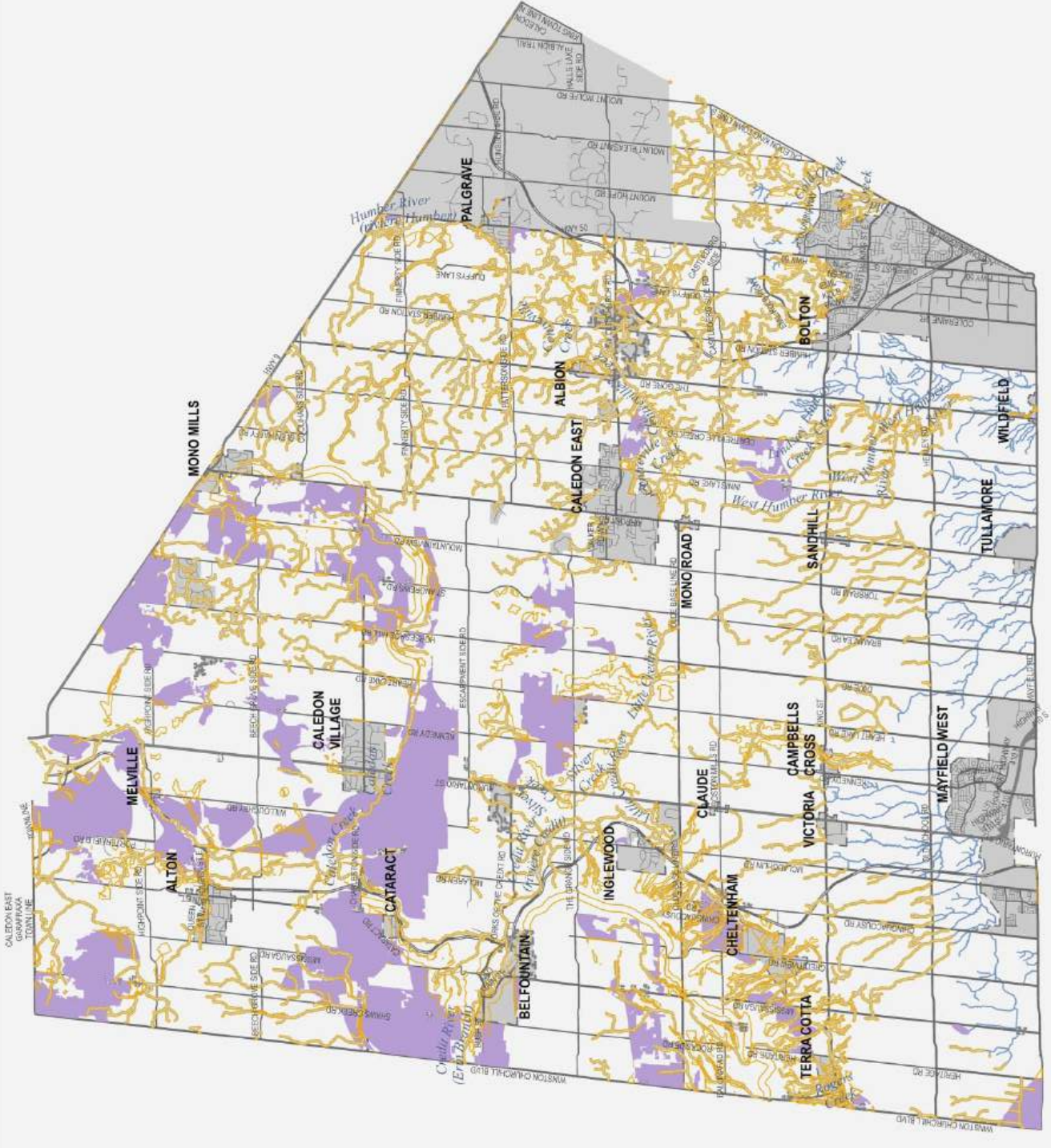
SUPPLEMENTARY AGGREGATE RESOURCE STUDY BACKGROUND CONSTRAINTS ANALYSIS

Appendix E1

Combined Proposed Constraints & HPMARA

-  combined constraints
-  high potential aggregate resource area

Per Section 6.1.7 of this Report, this map shows the proposed "Caledon High Potential Mineral Aggregate Resource Areas," an identifier of where high potential mineral aggregate resources exist in Caledon. This is not a land use designation, and an application for new mineral aggregate extraction can be filed anywhere in the Town.



TOWN OF CALEDON

SUPPLEMENTARY AGGREGATE RESOURCE STUDY BACKGROUND CONSTRAINTS ANALYSIS

Appendix E2

Proposed HPMARA & Removed Constraints

- █ constraint removed
- █ high potential aggregate resource area

Per Section 6.1.7 of this Report, this map shows the proposed "Caledon High Potential Mineral Aggregate Resource Areas," an identifier of where high potential mineral aggregate resources exist in Caledon. This is not a land use designation, and an application for new mineral aggregate extraction can be filed anywhere in the Town.

