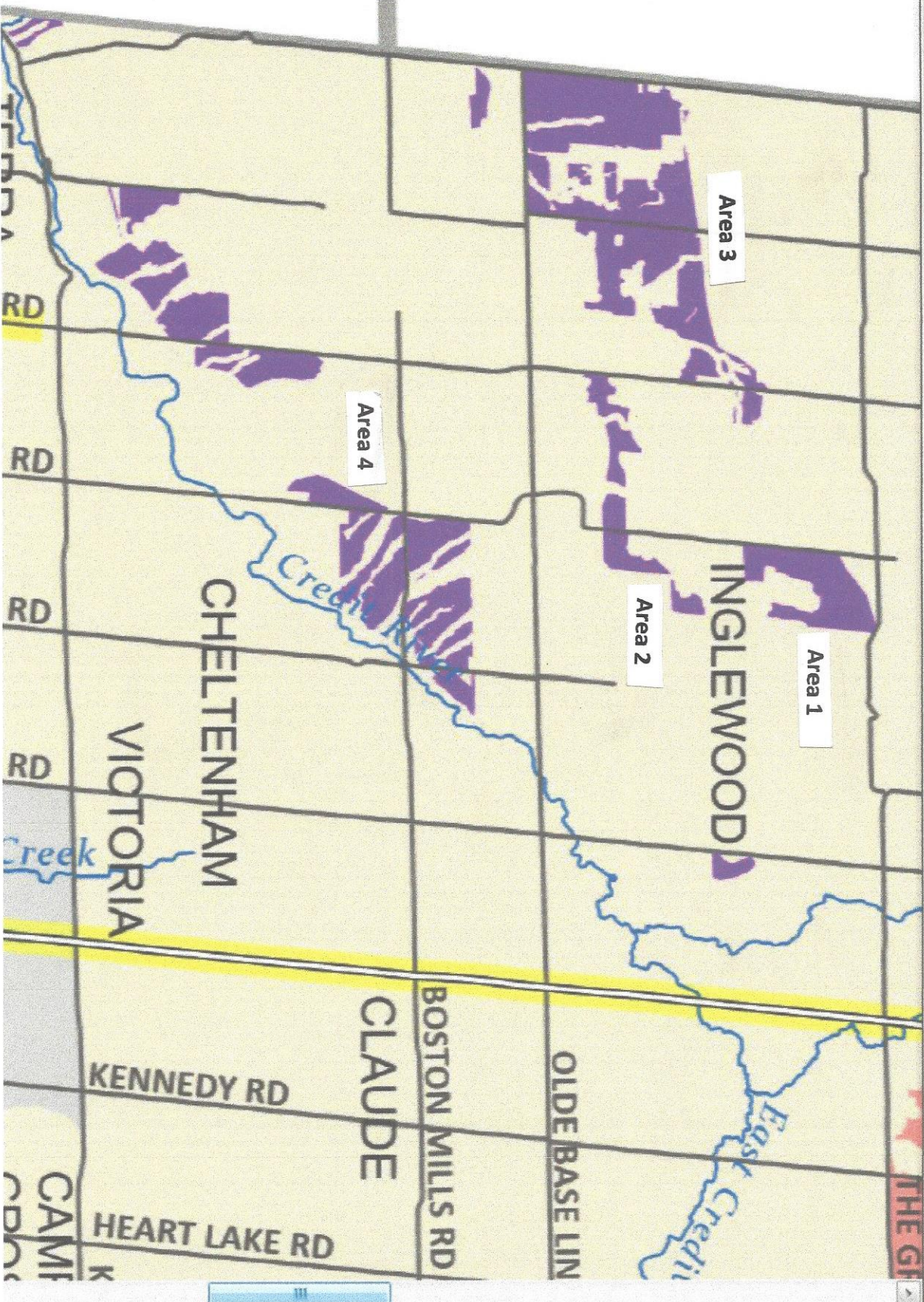


E-12 Inglewood/Cheltenham



SUBMISSION BY JANE THOMPSON

OPA 1 – FUTURE CALEDON OFFICIAL PLAN

MINERAL AGGREGATE RESOURCES – Chapter 20

OCTOBER 7, 2024

TO PLANNING AND DEVELOPMENT COMMITTEE

AND TO MAYOR GROVES AND MEMBERS OF COUNCIL

I am making this submission to you to request that you make modifications to the proposed CHPMARA map, identified in the proposed OPA 1 as Schedule E-12 and to related policy provisions. As Council will recall I have been a member of the Aggregate Resources Community Working Group over the past year and a half and have addressed you in that capacity on several occasions. In addition I have reached out to members of my community to inform them of the process and the proposed policies and obtain their input. This submission results from my consideration of the policy regime at the Provincial, Regional and local levels.

The Origins of Schedule E-12

The proposed E-12 was prepared using essentially the methodology developed by the Region of Peel and presented in their *High Potential Mineral Aggregate Resource Areas: Mapping Methodology Peel 2051 Discussion Paper (Draft) May 2023*. It is understood that some areas were added or deleted by the Town's study team to more accurately reflect the constraints used by the Region of Peel. In addition, a 30m buffer along valley and stream corridors was added. The valley and stream corridors themselves have not been mapped. It is my understanding that no other locally determined constraints have been considered.

This map results from what can be characterized as a desk top exercise. Geographic Information System layers are applied to a base map to arrive at the final version of the map. It is done by starting with the resource areas identified by the Province and removing areas where available data indicates that constraints would preclude approval of extraction operations. This is a very useful starting exercise to understand the conditions that are believed to exist in relation to aggregate resource areas. However, the proposed Schedule E-12, resulting from a GIS process, is not a sufficient basis for the application of the policies that are being proposed. ***Further review of the potential resource areas is needed.***

The time pressures to complete the aggregate policies prior to the expiry of the ICBL has meant that there was no real opportunity for the project team to undertake a further planning process to assess the realistic potential of individual resource areas such as was done as part of the CCRS. This submission is to bring to Council's attention several resource areas which merit further consideration prior to adoption of OPA 1. ***There are other resource areas that should be reviewed in a similar manner.***

Implications of CHPMARA Mapping

The proposed aggregate policies would identify what are believed to be resource areas that have a “realistic” potential for development for a pit or quarry, to use the term contained in Provincial Policy. The major implications of identifying these areas on the CHPMARA map are:

1. It is proposed that these areas will be protected from other uses that could preclude or hinder their development for aggregate extraction. Restrictions are proposed that will limit development within the identified resource areas and within a surrounding zone of influence of up to 500m. These are restrictions that will not apply to other areas of the Town; and
2. Identifying these areas as CHPMARA will create an expectation or even possibly an obligation on the part of the Town to provide a haul route to these resource areas.

The idea of limiting development in a zone of influence around a pit or quarry is already a draconian approach to planning for aggregate, where lands not owned by the operator around a pit or quarry are in effect to be reserved to act as a buffer or set-back from extraction, without compensation to the owners of the land. The Mayor and Council supported the proposal for a minimum distance separation to place the onus on the aggregate operator to provide separation from other users. On-site setbacks that ensure that impacts are kept on site would be a lawful way to require that operators are not allowed to inflict nuisance on their neighbours.

Planners and elected representatives have been lulled into believing that the Provincial Policy to make aggregate available close to markets means that operators should be free to commit nuisance and bear no responsibility. Further, land owners are expected to curtail their potential land use options in the possibility that resource areas will someday be developed for extraction and allowed to inflict harm on neighbouring sensitive users.

This is an extremely unfair policy regime, but one that we have been led to believe cannot be resisted. The proposed restrictions would not apply to other parts of the Town’s Rural System where there is no identified aggregate resource.

How Much Resource is Enough?

How much resource needs to be identified to satisfy the policy requirements of the Province? How long is a string?

We have been told that the Province identified 25% of the area of the Town as high potential aggregate mineral resource. Of the total area of the Town, almost 50% is in Ward 1. Virtually 100% of the aggregate resource in the Town is in Ward 1. That means that over 50% of Ward 1 is aggregate resource according to the Province. The Region reduced 25% to 11%. That would be 22% of Ward 1. The Town’s project team reduced that to 9% which represents 18% of Ward 1. That would mean restrictions would

apply within not only 18% of the area of Ward 1 but also in a 300 – 500 m zone of influence around those areas. The total could be as much as 25 – 30%

If 9% is a suitable proportion to protect, surely 18% of the relevant area leaves some margin for reconsideration, particularly if the areas to be removed have no realistic chance of being extracted.

Caledon has borne the burden of aggregate extraction for decades and will continue to do so into the future. The policy choice is yours to balance this burden with other planning imperatives, including road safety, promotion of a viable rural system, access to natural and cultural features and others.

If Council intends to adopt the restrictions that are being proposed, it is submitted that you should carefully scrutinize the resource areas being proposed to be sure that they deserve to be on the map, that they are likely to be developed for aggregate extraction in the foreseeable future. Further, you should not identify resource areas that would conflict with other planning goals of the Town.

Removing Areas Not Considered “Realistic”

For the purpose of OPA 1 the Town needs consider resource areas subject to three lenses:

- 1. whether extraction of the area is realistic;***
- 2. whether there is an existing haul route to the area or a realistic prospect of a new haul route to serve the area; and***
- 3. whether extraction including any new haul routes required would be contrary to other planning objectives.***

The test of what is realistic is an ambiguous and subjective one as are what is “feasible” and what will “hinder or preclude” extraction. While reliance on data mapping is tempting, it does not provide a sufficient planning rationale for Schedule E-12. Planning expertise can help but ultimately Council is responsible for setting the Town’s policy choices.

Some 30 years ago during the CCRS process a list of criteria was developed to consider whether extraction of resource areas was realistic. These criteria are reflected in Schedule L to the current Official Plan. They have not been brought to bear as yet on Schedule E-12 but should be considered before the map is adopted. The following is an excerpt from the comments by the NEC on the Phase 3 report that lists the criteria used by the Town:

3. Application of Exclusionary Criteria

The Provincial Policy Statement (1997) states that “as much of the mineral aggregate resources as is realistically possible will be made available to supply mineral resource needs, as close to the markets as possible”².

However, in identifying aggregate resource areas for protection and possible extraction, the municipality must be very assured that the resource areas identified address, all the potential environmental, social, economic impacts, etc. The P.P.S. provides flexibility to the municipality to identify only those areas which they consider to be “realistic” to be made available for extraction after balancing the environmental, economic and social objectives and values of the community.

This means that the identification of exclusionary criteria developed to refine the CHPMARA areas identified in Phase 3 Report must be comprehensive and address these objectives and values. These criteria are:

1. Areas too small in size to be economically viable for licensing as a pit or quarry.
2. Quality of the resource does not warrant licensing that size.
3. No road frontage onto an existing public road.
4. Not adjacent to or surrounded by environmental areas, settlement areas, existing development, or creek and valley lands.
5. Poor access to haul routes.
6. Irregular or long narrow shape which is impractical to extract properly because of required setbacks, sloping, buffers, etc.
7. Poor potential for rehabilitation to a useful landform.
8. Isolated location from other areas or along (or straddling) a roadway.
9. Multiple property boundaries within a parcel.
10. Combination of several factors above.

The exclusionary criteria do not appear to include exclusionary criteria that reflect community objectives or values, such as landscape character, visual impacts, tourism or recreational values.

It is proposed as an initial step that Council make modifications to Schedule E-12 to remove the aggregate resource areas shown south of Grange Sideroad and west of Highway #10 on the map below entitled E-12 Inglewood/Cheltenham. The following is a summary of the rationale for deleting each of those areas:

Area 1: Creditview Road and Grange Sideroad – This area was identified in the 1996 ARIP mapping but was not included in the Phase 3 mapping or in Schedule L. It has been developed for a spectacular, high end equestrian facility in the main body of the resource area. (See attached Photo’s). ***Extraction of this resource has already been precluded by this development.*** Further, it is small in area. It is adjacent to a significant wetland and a tributary of the Credit River. It is also irregularly shaped so as to make setbacks and buffers impractical. It has no access to a haul route. It is isolated from the main resource areas in the Town. It should be removed from CHPMARA. (CCRS Criteria 1,4,5,6,8)

Area 2: Concession 3 and 4 North of Olde Base Line – The area is too small to be economically viable, has no access to a haul route, is ***irregular, long and narrow shaped***, is isolated from the main resource area of the Town and traverses 5 properties. It should be removed from CHPMARA. (CCRS Criteria 1,2,3,8,9)

Area 3: Rockfort- This resource area, also known as Area 9A on Schedule L to the current Official Plan was the subject of a 15 year approval process ending in a multiple month long hearing before the Ontario Municipal Board. ***The Board refused approval of the proposal because it would be “catastrophic” for the environment, devastating for the neighbourhood and was not accessible to an existing or planned haul route.*** (See excerpts below) There has been no change in circumstances that would call into question those findings. Therefore it has been shown that the area is not feasible for extraction and should be removed from CHPMARA. (CCRS Criteria 1,4,5,6,8,9) Further, protecting this area for future extraction conflicts with other more valuable planning objectives for this area, discussed in more detail below.

Area 4: Cheltenham – This shale resource is shown on Schedule L to the current OP as Area 9b. It has been updated on Schedule E-12 by the removal of several streams and valleys with a 30m buffer on each side. ***The remaining resource areas are literally shredded by these features so as to be fragmented and small in size individually.*** These features have not been evaluated in the field to identify and map the full extent of the valley and stream corridors, which depend on individual conditions. Full evaluation and mapping would result in the removal of additional areas. Some resource fragments appear not to have access onto a public road. They are not accessed by a haul route. Some straddle local roads. The resource area east of Mississauga Road should be removed from CHPMARA. (CCRS Criteria 1,2,3,4,6,8)

These areas meet the above criteria for removal.

Council should instruct the project team to complete a similar review of all resource areas on Schedule E-12, many of which would be equally impossible to extract due to size, shape and remoteness from haul routes, etc.

Other Planning Objectives - Provincial Policy Supporting Rural Areas

Removal of the 4 areas discussed above would provide the Town with an important opportunity envision better use of this area in ways that leverage the natural, historical and cultural features of the landscape.

Based on current Provincial Policy the Town should go further, as was suggested by the NEC and consider the objectives of promoting a viable Rural System that leverages the natural and cultural characteristics of the Town.

Provincial Planning Statement 2024:

2.5 Rural Areas in Municipalities

1. Healthy, integrated and viable rural areas should be supported by:

a) Building upon rural character, and leveraging rural amenities and assets;

...

e) promoting diversification of the economic base and employment opportunities;

- f) providing opportunities for sustainable and diversified tourism including leveraging historical, cultural and natural assets;
- g) conserving biodiversity and considering the ecological benefits provided by nature;

The proposed Schedule E-12 shows some important things for Council to consider. Focusing on the area west of Highway #10 and South of Escarpment Sideroad and its extension westward, this is a highly scenic area of the Town that does not contain a major truck route. This is also the area traversed by the brow of the Niagara Escarpment. It contains a dense network of streams and wetlands as well as the only remaining trout habitat in the Credit River. It provides relatively safe routes for cyclists. It contains numerous hiking trails. It provides access to several historic villages with local businesses serving the recreational traffic.

This quadrant of the Town has the potential to make an important contribution to the quality of life of both rural and urban residents of the Town. With major urbanization about to take place the Town will be under pressure to provide sufficient parkland and outdoor amenities. It is not acceptable that existing facilities are so under pressure that one has to make a reservation to go to the Badlands, Belfountain Conservation Area or Forks of the Credit Provincial Park. Visitors use our sideroads and concession roads as amenity spaces. These areas are impossible to supervise effectively. Why are our resources so over taxed? And how will the Town function with 300,000 more residents?

Economics favours leveraging the southwest quadrant of Ward 1 for its amenities. Current listings suggest that in Ward 1 farm land is valued at about \$50,000 to \$60,000 per acre. The Town will pay exponentially more than that amount for park land within the urban area. The Town has the opportunity to do pro-active planning in the southwest quadrant of Ward 1 by securing a major parkland/conservation area to serve the whole Town and beyond. The Town needs to consider establishing a significant conservation area to link up with existing trails and conservation areas.

Transportation:

The Town faces challenges with the transition away from Region of Peel support for infrastructure including roads. Truck routes across Caledon are a concern as the Town receives increasing volumes of Regional, Provincial and even international goods movement. A haul route to this area would attract not only aggregate traffic but all kinds of trucks to the area. This would cause a fundamental change in the character of the area as a natural amenity and a cultural and historical resource for residents of the Town and the region. Eliminating the 4 areas identified would eliminate the need to plan for a haul route to the area and allow for safer use of local roads by recreational users and residents.

Broader Initiatives:

Caledon is invited to join a recent initiative to identify and protect a broad scale natural corridor known as the Ecological Corridor Identification Project being undertaken by the Escarpment Corridor Alliance and the Greenbelt Foundation.

A Vision for the Future: Linking Landscapes to Protect Nature

In a major step forward for environmental conservation, the Escarpment Corridor Alliance (ECA) and the Greenbelt Foundation have launched an ambitious new project: the Ecological Corridor Identification Project. This initiative will create a comprehensive geospatial 'road map' designed to connect fragmented natural areas across the Niagara Escarpment and South Georgian Bay.

At the heart of the Ecological Corridor Identification Project is the concept of building a continuous ecological network that links diverse land types and uses to protect vulnerable ecosystems. (<https://myescarpment.ca/2024/09/25/one-step-closer-to-creating-nature-corridor/>)

Initiatives such as this one help to shine a spotlight on the important planning issues other than aggregate resources that need Caledon's attention and which provide significant opportunities to enhance the quality of life for present and future residents of Caledon and the Province as a whole.

Requested Modification:

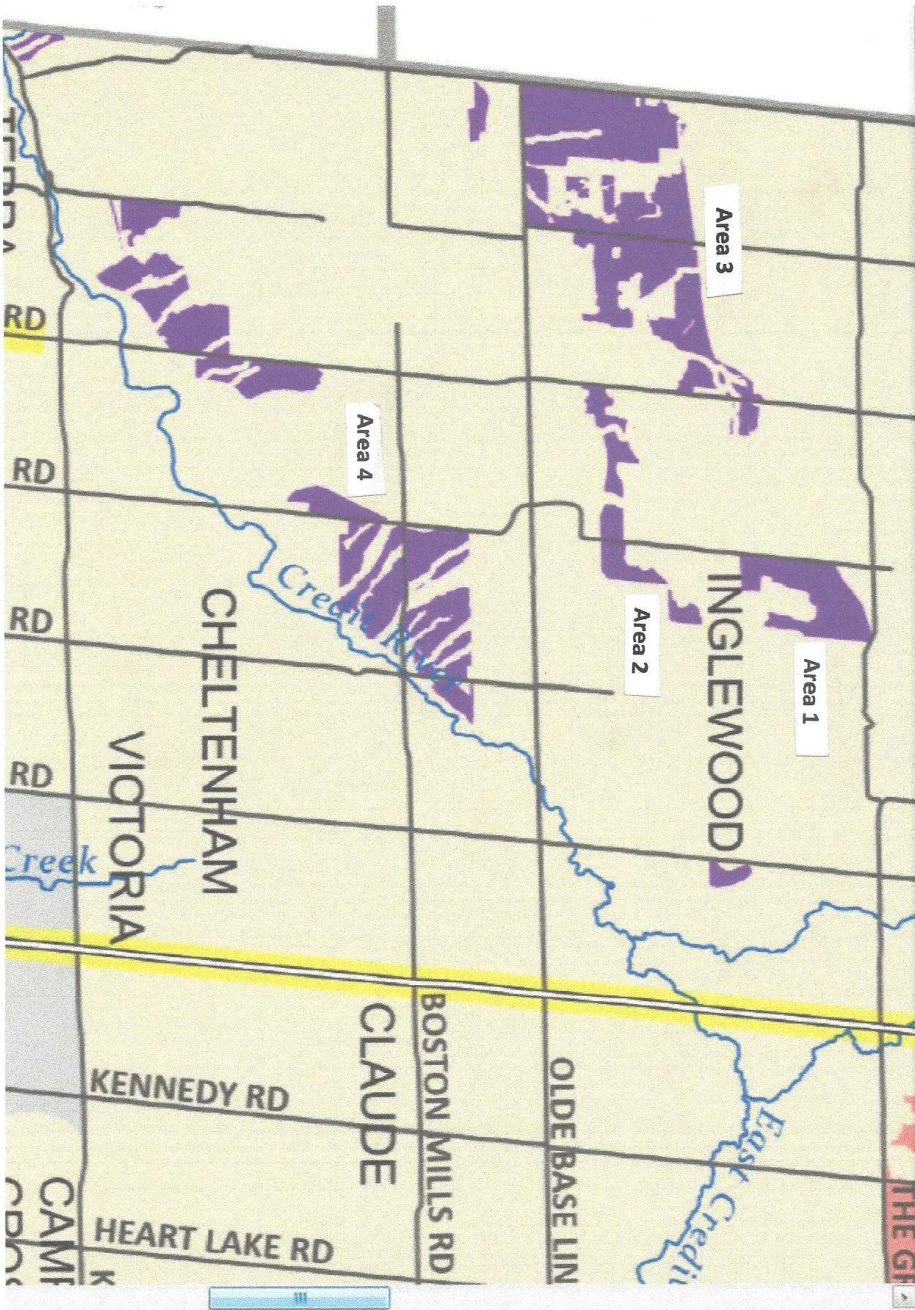
Delete Areas 1-4 on Schedule E-12. This represents good planning and is consistent with Provincial Planning Policy.

RESPECTFULLY SUBMITTED THIS 7th DAY OF OCTOBER, 2024

JANE THOMPSON

A handwritten signature in black ink, appearing to read 'J Thompson', written in a cursive style.

E-12 Inglewood/Cheltenham



Reserve Lands vs. Resource Lands:

Policy 5.11.2.1.2 of the OP provides:

Those Areas identified as CHPMARA have been prioritized as Aggregate Resource Lands and Aggregate Reserve Lands as shown on Schedule L. New pits and quarries are encouraged to locate in Aggregate Resource Lands as the lands have been determined to be suitable for aggregate extraction subject to Sections 5.11.2.4.1, 5.11.2.4.2 and 5.11.2.4.3 and shall be designated to Extractive Industrial A Area or Extractive Industrial B Area subject also to Sections 5.11.2.4.1, 5.11.2.4.2 and 5.11.2.4.3. New pits and quarries will be considered in Aggregate Reserve Lands. It is the intent of this Plan that Aggregate Reserve Lands will be considered for Extractive Industrial A Area or Extractive Industrial B Area subject to the Applicant providing a planning justification having regard to the potential impacts that affect the broader community, that the location is suitable for aggregate extraction and subject to meeting the requirements of Section 5.11.2.4.4.

Policy 5.11.2.4.2, reviewed extensively above, requires that prior to an aggregate extraction operation being approved in either a Resource or Reserve Area studies must be submitted which demonstrate a number of things, including no unacceptable social, visual, cultural heritage or environmental impacts. As the Board has found above that JDCL has failed to demonstrate no unacceptable social, visual, cultural heritage or environmental impacts of the proposed quarry, the Board can find no basis upon which to allow the subject property to be designated Aggregate Resource Lands. The lands are properly designated Aggregate Reserve Lands, recognizing their inclusion in a CHMARA. The lands may be considered for extraction, but **extraction should certainly not be encouraged.**

Conclusion:

The balance among competing interests mandated by the PPS and the OP has been thoroughly considered by the Board. It is apparent, that with respect to these particular applications, the interest in protecting the natural heritage and cultural heritage resources of the subject lands and those surrounding them outweighs the interest in making the aggregate resource on the subject property available to supply mineral aggregate needs. Too much of enormous value to the Province, the Region and the Town could be lost if the proposed quarry went forward. **A failure in the mitigation measures proposed for the quarry, as set out in the AMP, would have a catastrophic impact on the natural environment or the natural features and functions of the area. Such an impact cannot be countenanced by the Board. In addition, the fundamental change to the character of the area attendant upon the proposed quarry would not be acceptable. The loss of views of rural lands, the loss of a cultural heritage landscape and cultural heritage resources and the conversion of a rural area into an urban area centred on a heavy industrial operation cannot be permitted in the interest of the production of more aggregate for infrastructure development.** It is time for alternatives to aggregate for infrastructure construction to be found. Too much of what is essential

to the character of this Province would be lost if aggregate extraction were to be permitted on lands like the subject property. Lands situated in a significant cultural landscape, surrounded by significant natural heritage features and functions, are not lands on which extraction should be permitted in the absence of demonstration of no negative impacts. No such demonstration has been completed in this case.

SUBMISSION BY Nicola Ross

OPA 1 – FUTURE CALEDON OFFICIAL PLAN

MINERAL AGGREGATE RESOURCES

OCTOBER 2024

TO PLANNING AND DEVELOPMENT COMMITTEE

AND TO MAYOR GROVES AND MEMBERS OF COUNCIL

This submission is made so that the underlying principles of the proposed OPA 1 are to prioritize:

1. Regenerative Tourism: To protect the natural environment and the recreational opportunities (and therefore tourism potential) it presents, and
 2. To conserve Caledon’s aggregate resources, which I refer to as grey gold, for future generations.
-
1. Regenerative Tourism: Protect the natural environment and the recreational opportunities (and therefore tourism potential) it supports by ensuring Caledon’s Aggregate Policies do everything possible, within provincial restraints, to support regenerative tourism.

Regenerative Tourism

At a recent (October 2024) conference I attended in Ottawa, Emilie Comeau, the executive director of Destination Canada explained that her organization is following the principles of “Regenerative Tourism.” The guiding report, [A Regenerative Approach to Tourism in Canada](#), says, “Around the world, and here in Canada, there have been growing calls for tourism that prioritizes communities and the environment, in what is often referred to as a “regenerative” approach. Tourism, not aggregate, is the way ahead for Caledon and, in particular, Ward One.

Orilla, Ontario. What is shocking about this report is that a key example of regenerative tourism is the town of Orilla, Ontario. Why is this shocking? Because Orilla tied with Caledon when it was awarded the designation as the Greenest Town in Ontario by TV Ontario. In the ensuing 20 years since Caledon was celebrated in this way, these two communities have taken very different paths. Now, Orilla is the shining example of what can happen while Caledon is awash in truck traffic, sprawling development and aggregate pits and, potentially, quarries. Much of this slide from our green status is due to aggregate policies that have not done all that’s possible to protect our environment, landscape and recreational opportunities.

Ward One is the heart of Caledon's outdoor recreational opportunities

The Town of Caledon, particularly Ward 1, offers immense recreational opportunities for Caledon residents and tourists alike. To a greater degree than in other parts of Caledon, recreation and recreational tourism in Ward 1 requires a natural environment. Whereas other parts of the municipality have indoor pools and skating rinks, gymnasiums, baseball diamonds, soccer pitches and squash courts for example, Ward 1 has:

- Caledon Ski Club
- Devil's Pulpit, Devil's Paintbrush, Caledon, Osprey Valley golf courses
- Caledon Trailway, Bruce Trail, Elora Cataract Trailway, Credit Valley Trail, new railtrail,
- Forks of the Credit Provincial Park, the Grange (Alton), Belfountain Conservation Area, Upper Credit Conservation Area, Badlands, Charles Sauriol Conservation Area, Willoughby Property, Willoughby Nature Reserve
- Main Credit River (tubing, SUP), West Credit River (fishing), East or Little Credit River, Shaw's Creek
- C3 recreational park (Caledon Village) swimming
- Prime cycling routes
- The Archers of Caledon archery club
- Prime fishing, especially fly fishing, in the Credit and other rivers
- Caledon Riding Club
- Caledon Mountain Trout Club
- Outdoor tennis and/or pickleball courts in Belfountain, Inglewood and Caledon Village

These outdoor pursuits are adversely affected by car and truck traffic, dust, noise, fly rock and other factors involved in aggregate operations. To have robust recreational opportunities for residents and tourists, every step should be taken to put these requirements ahead of aggregate demands, and to make aggregate operations have as little adverse effect on nature and the outdoors as is possible. The companies that want Caledon's aggregate are after a huge prize and Caledon's policies should be designed with this in mind.

At every opportunity, the language in Caledon's aggregate policies should reflect the need to protect the environment, the landscape and the recreational opportunities they allow.

2. Conserve Caledon's aggregate resources for the environment and future generations.

Caledon sits on an indescribably rich resource. Aggregates, which I refer to as grey gold, are in high demand and will continue to be for generations to come. Every effort must be made to conserve this resource for future generations.

Caledon's aggregate policies should, to the fullest extent possible given provincial mandates, conserve grey gold. They should ensure it is extracted as slowly as possible for Caledon, its environment and its current and future citizens. The policies should generate as much economic wealth to the municipalities as is possible. The policies should NOT encourage extraction of grey gold; they should be premised on conservation of the resource.

Language in the draft policies should be edited so it is clear that conservation of the resource is the over-arching priority.