



**Lake Erie Region Source Protection Committee  
Agenda**

**Thursday, March 3, 2016**

**1:00 pm**

**Auditorium**

**Grand River Conservation Authority**

**400 Clyde Road, Box 729**

**Cambridge, ON N1R 5W6**

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**Pages**

- 1. Call to Order**
- 2. Roll Call and Certification of Quorum – 17 Members Constitute a Quorum (2/3 of Members plus Chair)**
- 3. Chair’s Remarks**
- 4. Review of Agenda**
- 5. Declarations of Pecuniary Interest**
- 6. Minutes of the Previous Meeting - December 3, 2015**
- 7. Hearing of Delegations**
- 8. Presentations**
- 9. Correspondence**
  - a. Correspondence from Glen Murray, Minister of the Environment and Climate Change to Chief M. Bryan LaForme, Mississaugas of New Credit First Nation regarding approval of the Grand River Source Protection Plan **1**
  - b. Correspondence from Glen Murray, Minister of the Environment and Climate Change to Chief G. Ava Hill, Six Nations of the Grand regarding approval of the Grand River Source Protection Plan **3**

**10. Reports**

- a. SPC-16-03-01 Program Update 5
- b. SPC-16-03-02 Water Quantity Update 8
- c. SPC-16-03-03 Deconstructing the Proposed Annual Progress Report Reportables and Performance Measures 11

**11. Business Arising from Previous Meetings**

- a. Lake Erie Region Source Protection Committee request under Technical Rule 119, from February 3, 2011, Re: rehabilitation activities at an aggregate operation within a vulnerable area of a municipal drinking water system that allows ponding of water

**12. Other Business**

- a. Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe 2015-2041 Executive Summary December 2015 15
- b. Question and Answer Period

**13. Closed Meeting**

**14. Next SPC Meeting**

June 2 (tentative), 2016 at 1:00pm, Grand River Conservation Authority, 400 Clyde Road, Cambridge, ON

**15. Adjourn**

Ministry of the Environment  
and Climate Change

Ministère de l'Environnement et de  
l'Action en matière de changement  
climatique



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ENV1283MC-2013-401

DEC 04 2015

Chief M. Bryan LaForme  
Mississaugas of New Credit First Nation  
2789 Mississauga Road, RR 6  
Hagersville ON N0A 1H0

Dear Chief LaForme:

I want to personally thank you and members of the Mississaugas of the New Credit First Nation for your extraordinary commitment to the protection of our lakes, streams and the miraculous diversity of life in the Lake Erie source protection region. I am honoured to share with you that Ontario has approved the source protection plan for the Grand River source protection area within the Lake Erie source protection region under the Clean Water Act, 2006. This is the final of four source protection plans now approved in this region.

I would like to recognize the dedicated efforts of Clynten King, the member of Mississaugas of New Credit First Nation who participated on the Lake Erie Region source protection committee and contributed to the success of all four plans within this region. I would also like to thank the leaders and staff of the Mississaugas of the New Credit First Nation who worked on this initiative in the past.

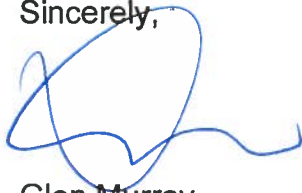
Source protection planning is a vital part of the drinking water safety net, a framework designed to protect drinking water from the source to the tap. The purpose of the source water protection program is to protect existing and future sources of drinking water. The plans help ensure communities are able to protect their drinking water sources through prevention by developing collaborative, locally driven, watershed based source protection plans founded on science. The planning process welcomes participation by First Nations by ensuring their communities are engaged and have the opportunity to comment during development of the plans, and can be represented on the local committee. First Nations can also ask that their own drinking water systems be included in the plans, and in this region the system for the Six Nations of the Grand was included.

The Lake Erie Region source protection committee carried out assessment of the local water supplies in the region and determined the appropriate protective measures set out in the source protection plans for sources of drinking water in the region. Staff at the Grand River Conservation Authority are working with local partners, towards implementing the policies set out in the plan. We look forward to continuing our work together on source protection planning.

Chief LaForme  
Page 2.

A copy of the plans and supporting documentation will be available on the Lake Erie source protection region website at [www.sourcewater.ca](http://www.sourcewater.ca). Should your staff have any questions about the plan and how it protects water sources, please feel free to contact Heather Malcolmson, Director, Source Protection Programs Branch, Ministry of Environment and Climate Change at 416-212-6459 or by email at [Heather.Malcolmson@ontario.ca](mailto:Heather.Malcolmson@ontario.ca).

Sincerely,



Glen Murray  
Minister of the Environment and Climate Change

- c: Heather Malcolmson, Director, SPPB, Ministry of the Environment and Climate Change
- Wendy Wright-Cascaden, Acting Chair, Lake Erie Region Source Protection Committee
- Jane Mitchell, Chair, Grand River Conservation Authority
- Joe Farwell, Chief Administrative Officer, Grand River Conservation Authority
- Martin Keller, Project Manager, Grand River Source Protection Authority
- Judy Lynn Malloy, Director, Aboriginal Affairs Branch, Ministry of the Environment Climate and Change

Ministry of the Environment  
and Climate Change

Ministère de l'Environnement et de  
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ENV1283MC-2013-401

DEC 04 2015

Chief G. Ava Hill  
Six Nations of the Grand  
1695 Chiefswood Road  
Ohsweken, ON N0A 1M0

Dear Chief Hill,

I want to personally thank you and members of the Six Nations of the Grand for your extraordinary commitment to the protection of our lakes, streams and the miraculous diversity of life in the Lake Erie source protection region. I am honoured to share with you that Ontario has approved the source protection plan for the Grand River source protection area within the Lake Erie source protection region, under the Clean Water Act, 2006. This is the final of four source protection plans now approved in this region.

I would like to recognize the dedicated efforts of Paul General and Darryl Hill, the members of Six Nations of the Grand who participated on the Lake Erie Region source protection committee and contributed to the success of all four plans in the region. The Six Nations of the Grand especially deserves congratulations as your drinking water system is one of only three First Nation systems in the province to form part of an approved source protection plan. I would also like to thank the leaders and staff of Six Nations of the Grand River who worked on this initiative in the past, including Mr. Chris Martin, Mr. George Montour, and Mr. Robert E. Johnson.

Now that the source protection plan has been approved, we look forward to working to implement the protective measures set out in the plan. Staff at the Grand River Conservation Authority are working with other local partners towards implementing the policies set out in the plan. The plan does not contain policies which would impact lands of the Six Nations of the Grand River. I was pleased to learn that the Six Nations of the Grand is addressing risks on reserve through your own local initiatives. I am interested in hearing about your program and looking for opportunities for others to take similar steps.

A copy of the source protection plans and supporting documentation will be available on the Lake Erie source protection region website at [www.sourcewater.ca](http://www.sourcewater.ca). Should your staff have any questions about the plan and how it protects water sources, please feel free to contact Heather Malcolmson, Director, Source Protection Programs Branch, Ministry of Environment and Climate Change at 416-212-6459 or by email at [Heather.Malcolmson@ontario.ca](mailto:Heather.Malcolmson@ontario.ca).


I look forward to continuing to work with you.

Sincerely,



Glen Murray  
Minister of the Environment and Climate Change

THANKS FOR YOUR  
LEADERSHIP ON  
WATER!



- c: Heather Malcolmson, Director, SPPB, Ministry of the Environment and Climate Change
- Wendy Wright-Cascaden, Acting Chair, Lake Erie Region Source Protection Committee
- Jane Mitchell, Chair, Grand River Conservation Authority
- Joe Farwell, Chief Administrative Officer, Grand River Conservation Authority
- Martin Keller, Project Manager, Grand River Source Protection Authority
- Judy Lynn Malloy, Director, Aboriginal Affairs Branch, Ministry of the Environment Climate and Change

## LAKE ERIE REGION SOURCE PROTECTION COMMITTEE

**REPORT NO. SPC-16-03-01**

**DATE:** March 3, 2016

**TO:** Members of the Lake Erie Region Source Protection Committee

**SUBJECT: Source Protection Program Update**

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### **RECOMMENDATION:**

THAT the Lake Erie Region Source Protection Committee receives report SPC-16-03-01 - Source Protection Program Update - for information.

### **REPORT:**

#### **Changes to Ontario Regulation 288/07**

Ontario Regulation 288/07 (Source Protection Committees) has been recently amended. Changes to the regulation now include the option to reduce committee size (for Lake Erie Region the minimum is nine (9) members plus chair), and more flexible requirements for member appointment to allow balancing of renewal and retaining experience and knowledge.

On November 9, 2015 the Lake Erie Region Management Committee (LERMC) agreed that the Lake Erie Region Source Protection Committee should maintain its current size and configuration for the near-future. During the source protection committee meeting on December 3, 2015, member Jim Oliver expressed the opinion that the committee could fulfill its mandate at a smaller size and requested additional clarification from the management committee regarding their decision to maintain the source protection committee's current configuration.

The LERMC discussed the source protection committee member's request for additional clarification at their meeting on January 25, 2016. The management committee discussed changes to the regulation and expressed that it would be wise for the source protection committee and their constituents to gain more experience with source protection plan implementation before deciding to downsize and suggested that downsizing could occur through attrition as members opt to resign or their terms come to an end. While discussing the source protection committee size and composition, the management committee also felt it would be beneficial to know the method(s) by which committee members relay Source Protection Program information and connect with their constituents.

#### **2016/17 Lake Erie Source Protection Region Business Plan**

A draft 2016/17 Lake Erie Source Protection Region business plan was reviewed and approved by the Lake Erie Region Management Committee on January 25, 2016. The Ministry has included new or expanded drinking water systems as eligible activities for the 2016/17 fiscal year. As a result, the Lake Erie business plan includes new watershed science projects. The final 2016/17 business plan was submitted to the Ministry February 25, 2016.

## **Municipal Readiness: Status Update**

Over the past several months, municipalities in the Long Point Region and Grand River watersheds have been busy preparing for implementation and the July 1, 2016 effective date. The majority of municipalities are well into the state of program “readiness”, gathering information, securing resources and integrating source protection plan policies into municipal processes. A number of municipalities have recently hired Risk Management Officials (RMO) and Risk Management Inspectors (RMI); Brant County recently contracted Cambium Consulting and Engineering to provide Part IV services. The County has also been conducting source protection education sessions for staff and council and updating building permits and planning applications to include source protection considerations. Norfolk County has received approval from council to issue a Request for Proposal (RFP) for Part IV services.

Municipalities are also engaged in setting up s. 59 (restricted land uses) screening processes, working on threats verification and developing education and outreach materials. For example, the Region of Waterloo has developed information packages for municipalities to disseminate to developers. Many municipalities are creating municipal webpages dedicated to source protection and basic mapping tools. Several municipalities have been developing source protection work plans, meeting with and training building and planning departments to update operational procedures and are incorporating source protection plan policies into their Official Plans (OP).

The Kettle Creek and Catfish Creek Source Protection Plans have been in effect since January 1, 2015. The Ausable Bayfield Maitland Valley and Thames Sydenham Region Source Protection Plans came into effect on April 1, 2015 and December 31, 2015, respectively. Municipalities within these watersheds such as Central Elgin, Oxford County and Wellington County have been implementing and gaining experience with these source protection plans that have been in effect.

## **New Lake Erie Source Protection Region Website**

The Grand River Conservation Authority and Lake Erie Source Protection Region have recently launched new websites. The new Lake Erie Source Protection Region site is modern and streamlined, providing high-level user-friendly source water protection content. The website is also flexible to allow for changes and expansion as implementation moves forward.

The home page can be broken into three main components: headings along the top of the page, a central image and search tool and, along the bottom of the page, shortcuts with direct links to key pages within the site. The three main headings, “Source Protection Areas”, “How it Works” and “Who We Are”, contain a number of subheadings, guiding visitors to information about the four Source Protection Areas, how they may be affected by the source protection plans and the players involved in the development and guidance of those plans.

Visitors can access committee agenda packages one of two ways: 1) through the “Who we are” heading by clicking on the “meetings” link or; 2) clicking on the “meetings” icon at the bottom of the home page. Both options direct visitors to a page that includes a search function, meetings calendar and list of meetings. By simply clicking the meeting of interest, one can view meeting details including the source protection committee agenda package.

Staff will provide a tour of the new website at the source protection committee meeting.



Prepared by:



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Ilona Feldmann  
Source Protection Program Assistant

Approved by:



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Martin Keller, M.Sc.  
Source Protection Program Manager

## LAKE ERIE REGION SOURCE PROTECTION COMMITTEE

REPORT NO. SPC-16-03-02

DATE: March 3, 2016

TO: Members of the Lake Erie Region Source Protection Committee

**SUBJECT: Lake Erie Region Water Quantity Update for Simcoe, the Region of Waterloo, the City of Guelph, the Township of Guelph-Eramosa, the Town of Centre Wellington and Whitemans Creek**

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### RECOMMENDATION:

THAT the Lake Erie Region Source Protection Committee receive report SPC-16-03-02 – Lake Erie Region Water Quantity Update for Simcoe, the Region of Waterloo, the City of Guelph, the Township of Guelph-Eramosa, the Town of Centre Wellington and Whitemans Creek – for information.

### SUMMARY:

Most of the Tier 3 Water Budget studies in the Grand River watershed and Long Point are now completed or in the final stages of peer review. In addition, the Tier 3 Water Budget project for the Whitemans Creek subwatershed is in the numeric modelling stage. Risk Management Measures Evaluation Process (RMMEP) work is underway for municipal systems in Guelph, Guelph Eramosa and Simcoe. Work continues with the Township of Centre Wellington to clarify the uncertainty regarding the need for a future Tier 3 Water Budget study for the Fergus-Elora municipal water supply. As the work on these technical studies is completed, staff will return to the Lake Erie Region Source Protection Committee as needed with information on the RMMEP and policy development process and for direction to include the results of these studies in updated Assessment Reports.

### REPORT:

The main phases of a Tier 3 Water Budget project include the preparation of a Conceptual Model Report to confirm the modelling conditions for the study, a Numeric Model Report based on revised surface and groundwater models and a Water Quantity Risk Assessment (WQRA) Report to identify any risk to the long term sustainability of the municipal water supply. Municipal supplies with an identified “moderate” or “significant” water quantity risk require the preparation of an RMMEP. Production of these reports is sequential and requires peer review and peer reviewer sign-off prior to work moving on to the next phase. **Table 1** identifies the status of all current Tier 3 work including RMMEPs.

In December 2015, the Ministry of the Environment and Climate Change (MOECC) advised the LESPR that, with the approval of the Long Point and Grand River Source Protection Plans in 2015, the MOECC is looking forward to the completion of Tier 3 water budget and water quantity policy development as soon as possible. The completion of this work and subsequent amendment of the source protection plans is anticipated by December 31, 2016 for Long Point Region and December 31, 2017 for Grand River.

The draft WQRA report for Guelph, Hamilton Drive and Rockwood has been peer reviewed and municipally peer reviewed by the Townships of Guelph-Eramosa, Puslinch and Erin. A work plan has been developed that allowed the RMMEP to commence in July, 2015 while Matrix

Solutions Inc. (MSI) integrated the final peer review comments and made final amendments to the WQRA report. MSI have addressed the municipal comments which will be reviewed by the RMMEP Steering Committee in March prior to finalization of the WQRA report.

The completed Tier 3 Water Budget for the Region of Waterloo (including small rural systems) was signed-off by the peer reviewers in December, 2014. MSI are reporting a “low” water quantity risk for the Region of Waterloo’s water supply which means there are no significant threats. The final Tier 3 Water Budget report has been sent to the Ministry of Natural Resources and Forestry (MNR) for their acceptance. Once accepted, the results of the final Region of Waterloo Tier 3 Water Budget report will be presented to the Lake Erie Region Source Protection Committee (SPC) for their direction to include the results in the updated Grand River Assessment Report and Source Protection Plan.

The Long Point Region final WQRA Report was accepted by the MNR in May 2015 and the results of the Tier 3 Water Budget report were presented to the Lake Erie Region Source Protection Committee in June, 2015. MSI are completing the RMMEP for the municipal water supplies in Simcoe by April 2016 and will be reviewing the results with the municipality and LERSPR staff prior to commencing water quantity policy development.

With respect to the Fergus-Elora municipal water supply, the MOECC is particularly interested in the completion of any additional water quantity analysis that can conclusively confirm whether or not Tier 3 work or water quantity policies are required for the Township of Centre Wellington (TCW). GRCA staff have discussed this matter with the MOECC and TCW to determine how this certainty may be achieved. While TCW does not expect to conduct their next Water Supply Master Plan until 2019, they will be completing a Growth Management Strategy in 2016 that will establish updated growth/density targets and areas for intensification in the next 20 years. The GRCA will work with TCW in the coming year to determine if this information helps clarify the uncertainty regarding the need for a future Tier 3 Water Budget study for the Fergus-Elora municipal water supply.

In 2014, EarthFX Inc. commenced the Whitemans Creek Tier 3 Water Budget project to consider risks to the municipal water supplies in the Village of Bright and the Town of Paris Bethel well. EarthFX Inc. have commenced work on the numeric model report which will be ready for peer review in the spring of 2016. A preliminary peer review of numeric model results is scheduled for March 24<sup>th</sup>, 2016.

As the work on these technical studies is completed, staff will return to the Lake Erie Region SPC as needed with information on the RMMEP and policy development process and for direction to include the results of these studies in updated Assessment Reports.

Prepared by:



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James Etienne, P.Eng.  
Senior Water Resources Engineer

Approved by:



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Martin Keller, M.Sc.  
Source Protection Program Manager

**Table 1: Water Budget Report and Peer Review Status**

Tier 3 Project	Study Started	Conceptual Model		Numeric Model		Risk Assessment		RMMEP	Expected Completion with RMMEP
		Report	Peer Review	Report	Peer Review	Report	Peer Review		
<b>Existing Projects</b>									
Guelph	Oct-07	Jul-11	Yes	Aug-11	Yes	May-15	Yes	<b>Underway</b>	<b>Feb-17</b>
Rockwood & Hamilton Drive <i>(Desktop review based on Guelph model)</i>	May-13	Jul-11	Yes	Aug-11	Yes	May-15	Yes	<b>Underway</b>	<b>Feb-17</b>
RMOW Integrated Urban System	Oct-07	Jan-12	Yes	Nov-12	Yes	Oct-14	Yes	<b>n/a</b>	Dec-14
RMOW Small Rural Systems	May-11	Sep-12	Yes	Nov-12	Yes	Oct-14	Yes	<b>n/a</b>	Dec-14
Long Point (Simcoe, Waterford, Delhi)	Jul-10	Mar-13	Yes	Dec-13	Yes	Feb-15	Yes	<b>Underway</b>	<b>Apr-16</b>
Whitemans Creek (Paris-Bethel, Bright)	Jul-14	Sep-15	Yes	<b>Jun-16</b>		<b>Nov-16</b>			<b>Jan-17</b>
<b>Cancelled Projects</b>									
Lynden	Apr-13	<i>Updated water use information have confirmed the Tier 2 stress potential in the Big Creek subwatershed is "low" and a Tier 3 study is no longer required.</i>							<b>n/a</b>
Tillsonburg	Jul-10	<i>Updated future water use projections have confirmed the Tier 2 stress potential in the Big Otter Creek subwatershed does not trigger a Tier 3 Risk Assessment. Awaiting MOE approval of the Tier 2 re-evaluation.</i>							<b>n/a</b>
<b>Deferred Projects</b>									
Fergus-Elora	<i>Discussing with the Township of Centre Wellington the use of Growth Management Strategy results to confirm if the "Moderate" stress threshold is exceeded under future use scenarios.</i>								<b>Post 2015</b>

## LAKE ERIE REGION SOURCE PROTECTION COMMITTEE

REPORT NO. SPC-16-03-03

DATE: March 3, 2016

TO: Members of the Lake Erie Region Source Protection Committee

SUBJECT: **Deconstructing the Proposed Annual Progress Report Reportables and Performance Measures**

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### RECOMMENDATION:

THAT the Lake Erie Region Source Protection Committee receives report SPC-16-03-03 – Deconstructing the Proposed Annual Progress Report Reportables and Performance Measures – for information.

### REPORT:

#### Background

For the past year, Source Protection Regions and the Ministry of the Environment and Climate Change have been working towards developing an Annual Progress Reporting framework, reportables and performance measures. The latest iteration of the Annual Progress Reporting framework was released by the Ministry on December 4, 2015. Following the December 3, 2015 Lake Erie Region Source Protection Committee meeting, staff wrote a letter to the Province expressing the committee's concerns, specifically about impacts on resources, possible redundancies and intended use of the data. Staff submitted additional feedback January 18 and February 22, 2016 to the Ministry following discussions and teleconferences among the Source Protection Programs Branch, Provincial Program Managers and Source Protection Committee Chairs. This report deconstructs the proposed Annual Progress Reporting Framework in an effort to explain its structure and function, highlight the relationship between the framework and reportables and provide context for the comments staff submitted February 19, 2016.

#### Connecting the Clean Water Act, 2006 to the Regulations

The Annual Progress Report finds its origins in the *Clean Water Act, 2006*: section 46 (Annual progress reports) and section 81 (Annual reports). Section 46 has seven subsections. The reporting requirements are broad in nature and they include: measures taken to implement the Source Protection Plan, results of municipal monitoring policies, the extent to which objectives in the plan are being achieved and other information as prescribed by the regulations. Section 81 (Annual reports) states that each Risk Management Official (RMO) will annually prepare and submit a report to the Source Protection Authority summarizing the actions taken by the Risk Management Official and Risk Management Inspector. Similar to s. 46, s. 81 is also general and does not provide report details.

The Annual Progress Reports (as per Section 46 of the CWA) are due on May 1, 2018 (for Catfish Creek and Kettle Creek), and on May 1, 2019 (Long Point Region and Grand River), and annually after that. The RMO Annual Report (as per Section 81 of the CWA) is due on February 1 of the year following the year the Risk Management Official has been appointed. On February 1, 2016 staff received RMO Annual Reports from those municipalities that have appointed a Risk Management Official in 2015. On February 1, 2017, all municipalities with Part IV

responsibilities in Lake Erie Region will be submitting an RMO Annual Report to the Source Protection Authority.

Ontario Regulation 287/07 (General), s. 52 (Annual progress reports) supports s. 46 of the Act and provides detailed legislative reporting requirements which include: reporting on policy actions that fail to meet date-specific deadlines, steps taken to address deficiencies in information used in developing the Assessment Report, a summary of the s. 81 Annual Report and any other information the Source Protection Authority deems valuable to include. Ontario Regulation 287/07, s. 65 is linked to and supports s. 81 of the Act; eight subsections list specific reportables that the Risk Management Official must report on, including but not limited to, risk management plans, orders, notices and inspections. This RMO Annual Report is also summarized and included in the s. 52 Annual Progress Report, i.e., a summary of the RMO Annual Report is a legislated component of the Annual Progress Report.

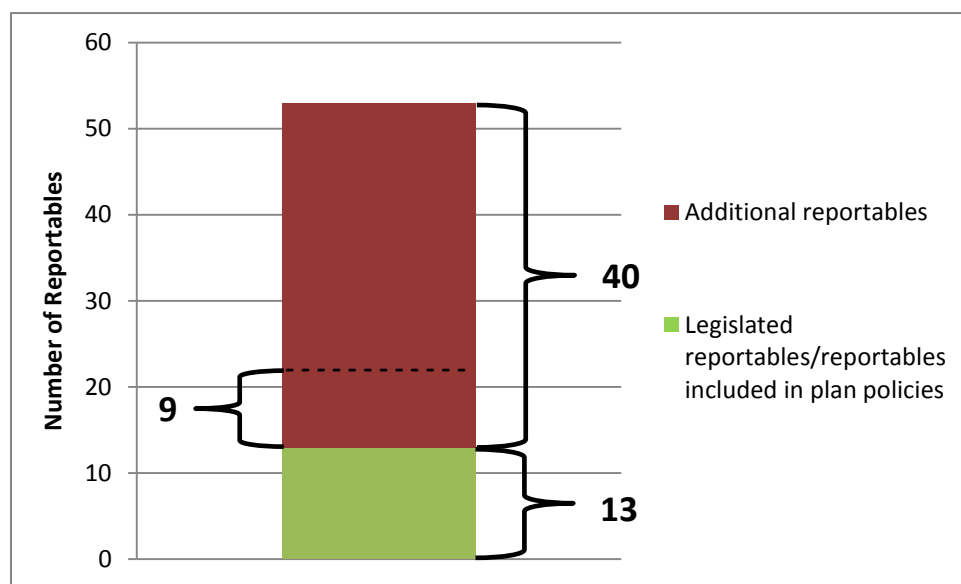
#### Lake Erie Region Source Protection Plan Reporting

In addition to legislated annual progress reporting requirements, Lake Erie Source Protection Region's four source protection plans (Catfish Creek, Kettle Creek, Long Point Region and Grand River) each have their own monitoring policies – there are approximately ten common reporting policies among the four plans and a few additional policies which require reporting to the Source Protection Authority. Examples of common monitoring policies include: the submission of a municipal report February 1 of each year that summarizes actions taken to implement source protection plan policies, notice of completion of official plan and zoning by-law amendments within 30 days of the amendment(s) coming into effect and, the number of new pipelines proposed within vulnerable areas if a pipeline has been proposed and/or application has been received. Information reported in accordance with source protection plan monitoring policies will also form part of the Annual Progress Report.

#### Proposed Annual Progress Report Reportables and Performance Measures

The Ministry of the Environment and Climate Change has stated that the proposed Annual Progress Reporting framework and reportables are supported by and assumed to be derived from information gathered in the RMO Annual Report, monitoring policies and additional information compiled by Source Protection Authorities. Responses to reportables are expected in many cases to come from information already gathered. With this in mind, following the December 4, 2015 release of the latest proposed Annual Progress Report reportables and performance measures, staff began the process of deconstructing the framework and organizing the reportables according to a different more concise framework: readiness, risk reduction and program integration. These three categories provide information about the program's progress and success at the highest level, and is easily communicated to different audiences. Readiness encompasses reportables that inform about an implementing bodies' preparedness to implement the Source Protection Plans; important components include knowledge/tools, awareness/willingness and committed resources. Risk reduction speaks to reportables that provide information about the progress and success in addressing significant drinking water threats and reducing risks, and generally about implementing the policies in the source protection plan. Monitoring and reporting information is also a component of this category. Lastly, program integration encompasses reportables that provide information about how source protection is integrated into business process and decision-making at various levels. The reportables in this category inform about the source protection program reaching a mature level.

A common concern among those providing feedback – including the committee – was the number of proposed reportables, i.e., how burdensome the reporting would be for the Source Protection Authority and municipalities, specifically. The proposed reporting framework includes 53 reportables (see figure below) - excluding reportables labeled as optional and those that are the responsibility of the Ministry's Source Protection Programs Branch. Staff consider thirteen of the 53 reportables mandatory - required by s. 52 and 65 of Ontario Regulation 287/07, s. 46 and 81 of the *Clean Water Act, 2006* and, source protection plan monitoring policies; the remaining 40 (75%) reportables are additional, i.e., extra reporting beyond what is required by legislation or the Source Protection Plans. Of the 40 additional reportables, nine are viewed as relatively easy to report on.



Lake Erie Region perspective: the division of reportables in the proposed Annual Progress Reporting framework

Annual Progress Reporting Framework: Lake Erie Region Comments to the Ministry

Staff submitted Annual Progress Reporting feedback to the Ministry on February 22, 2016. The submission contained three key messages:

*1. Lake Erie Source Protection Region has developed its own reporting framework*

Lake Erie Region staff identified three main categories that provide information about the program's progress and success: readiness, risk reduction and program integration. The development of these categories stems from the need to communicate annual progress and success of the program to various audiences including the committee and Source Protection Authority. Staff will continue to develop the framework, including identifying reportables that fall into the three categories.

*2. Lake Erie Source Protection Region's vision for annual progress reporting*

The Annual Progress Report should be based on specific source protection plan monitoring policies and legislated reportables with some additional reportables if they provide meaningful information that supports one of the main categories in Lake Erie Region's reporting framework. Information will be compiled from implementing bodies in the four Source Protection Areas and presented to the SPC and SPA (using our framework) as four individual reports, analyzing and

reporting on each municipality's progress. For the Provincial Annual Progress Report, the information will be presented at the watershed level, where meaningful and possible.

### *3. Lake Erie Source Protection Region's comments on the proposed Annual Progress Reporting Framework*

Staff studied the degree to which the proposed reportables aligned with the newly developed Lake Erie Region framework. The exercise identified possible reporting gaps, the need for additional clarification and a number of potential redundancies/duplications. With regard to potential reporting gaps, the proposed report does not include many reportables which measure readiness among implementing bodies; to more accurately report on the state of readiness, staff recommended the addition of a concise resource-focussed reportable(s). Staff also identified a gap among reportables which reflect program integration, specifically with regard to integration in the business sector and the community. Staff recommended the addition of reportables to more accurately measure the integration of the program at various levels.

A number of reportables related to risk reduction were in need of further clarification; there were several examples in the list of proposed reportables in which staff questioned the meaning of a word or phrase. The information gathered is only meaningful and comparable across the province if the reported information is based on a common (i.e., the same) understanding of what is asked for. Staff recommended the Ministry provide additional clarification and tighten the language of some reportables to reduce the risk of misinterpretation.

Throughout the proposed reporting framework, many reportables, particularly those in the risk reduction category, were very similar or duplicates of other reportables. Staff recommended that reportables would benefit from additional scrutiny to ensure that they are unique and the gathered information necessary.

#### Next Steps

Staff will continue to work with the Ministry to develop the Annual Progress Reporting framework, including providing ministry staff any feedback and comments from the committee. This topic will likely also be on the agenda at the next provincial chairs and program managers meeting in Toronto on March 30/31, 2016.

Prepared by:



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Ilona Feldmann  
Source Protection Program Assistant

Approved by:



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Martin Keller, M.Sc.  
Source Protection Program Manager





## Executive Summary

# Planning for Health, Prosperity and Growth

in the Greater Golden  
Horseshoe: 2015-2041

Recommendations of the Advisory Panel on the Coordinated Review of the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan

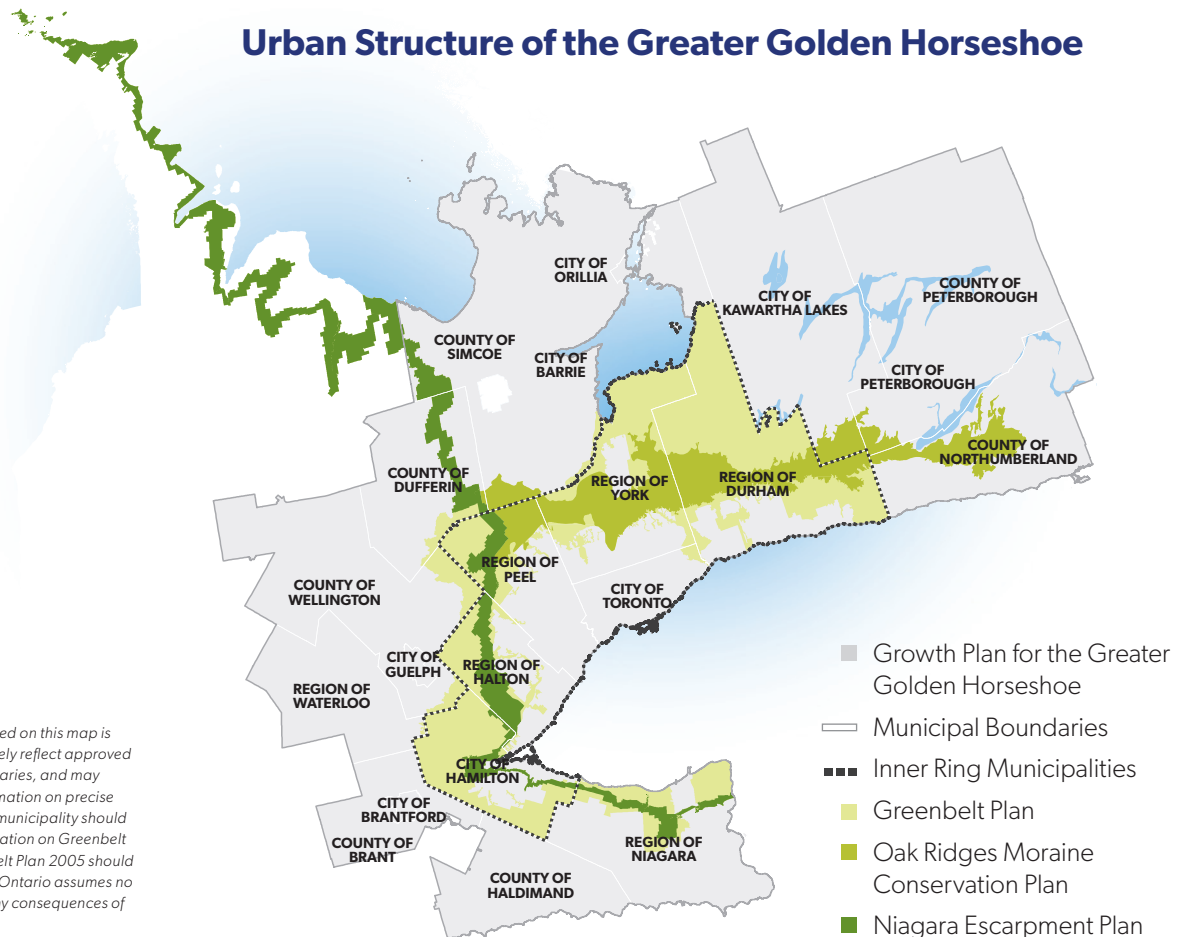
**The Greater Golden Horseshoe (GGH) is one of the fastest growing regions in North America. In recent decades, it has experienced tremendous pressure from population growth and the urban and suburban development that accompanies it.**

The Province has put in place legislation and plans to accommodate growth while protecting valuable farmland, water resources and natural heritage. In 1985, it established the Niagara Escarpment Plan (revised in 1994 and 2005), followed by the Oak Ridges Moraine Conservation Plan in 2002. The Province then embarked on a landmark initiative for the region, creating the Greenbelt Plan in 2005, followed by the Growth Plan for the Greater Golden Horseshoe in 2006. These four plans provide a framework to accommodate population and employment growth in a more sustainable manner while protecting vital assets such as high-quality farmland, water resources and natural areas. In the last decade, the plans' policies have begun to reduce urban sprawl, encourage the development of more complete communities, and provide increased focus on the region's agricultural resources and natural heritage.

The Province is undertaking a simultaneous review of all four plans, recognizing their common geography and the interconnected nature of their policies. This Coordinated Review of the four plans provides an opportunity to assess progress to date, address challenges and make improvements to strengthen the plans and ensure a vibrant, healthy region for current and future generations.

The Government created an Advisory Panel to provide recommendations that would inform this review. Our role is to develop consensus-based recommendations to the Ministers of Municipal Affairs and Housing, and Natural Resources and Forestry on ways to amend and improve the plans. Our analysis and the recommendations contained in this report are based on careful consideration of the advice provided during 17 Town Hall Meetings held across the GGH; submissions and briefings by the public, stakeholders and municipalities; site visits to places of interest in the region; and background papers prepared by staff of the Ministries of Municipal

## Urban Structure of the Greater Golden Horseshoe



*Note: The information displayed on this map is not to scale, does not accurately reflect approved land-use and planning boundaries, and may be out of date. For more information on precise boundaries, the appropriate municipality should be consulted. For more information on Greenbelt Area boundaries, the Greenbelt Plan 2005 should be consulted. The Province of Ontario assumes no responsibility or liability for any consequences of any use made of this map.*

Affairs and Housing, and Natural Resources and Forestry, in collaboration with partner ministries (Ministries of Agriculture, Food and Rural Affairs, Environment and Climate Change, and Transportation). The Province will seek further input on any subsequent amendments to the four plans.

### The Greater Golden Horseshoe – a Region Under Pressure

The GGH is blessed with abundant fresh water, significant natural features, excellent farmland and a moderate climate. These assets support a high quality of life and diverse economic opportunities for the residents of the region, which in turn continue to attract ongoing population growth. The GGH has seen rapid rates of growth since the end of World War II, especially since the 1990s when the population

began to grow by 100,000 to 120,000 people every year. The extent of settlement has also grown. For example, between 1971 and 2006, the region's urban footprint more than doubled. Much of the recent urban growth has been in the form of low-density, car-dependent suburbs, providing many residents with affordable, single-detached homes. However, this form of development, often known as urban sprawl, has resulted in loss of farmland, traffic congestion, deteriorating air and water quality, impacts on human health, and the loss of green space, habitats and biodiversity. The changing climate and increasing frequency and severity of extreme weather events create additional pressures on the region's communities, agricultural production, infrastructure and natural systems.

The Province has forecast that the number of people living in the GGH will grow from the current population of about nine million people to about 13.5 million by 2041, with the number of jobs forecast to rise from 4.5 million to 6.3 million. This will increase our population by nearly 50 per cent and the number of jobs by 40 per cent. A central question for the region is "where and how will future growth be accommodated?" This question was a major imperative for the creation of the Growth Plan and Greenbelt plans. At the heart of the Growth Plan is the allocation of growth forecasts to GGH municipalities to help them assess the amount of land required to accommodate new development. As of 2013, approximately 107,000 hectares were available as "designated greenfield areas" to accommodate forecast growth to 2031, the first time horizon of the Growth Plan. Amendment 2 to the Growth Plan provided additional forecasts for the GGH to accommodate two million more people by 2041, and some municipalities are now working on analysis to assess land needs to accommodate this additional growth.

Ultimately, the amount of land needed to accommodate expected growth to 2041 will depend on the rate of intensification (infill in existing urban areas) and the density of new development in each municipality. Fortunately, land consumption rates are decreasing, reflecting a trend towards building more compact communities. For example, between 1991 and 2001, the population of the Greater Toronto and Hamilton Area (GTHA) grew by 19 per cent, while the urban area expanded by



26 per cent. Between 2001 and 2011, the population of the GTHA grew by 18 per cent, but the urban area expanded by only 10 per cent. If the trend for decreasing land consumption continues, it is likely that much of the land that has been designated to accommodate forecasted growth by 2031 will not actually be developed by that date, providing flexibility to accommodate some or all of the expected needs to meet 2041 forecasts within existing designated greenfield areas.

The Greenbelt contains almost 800,000 hectares (two million acres) of protected land, including the Niagara Escarpment, Oak Ridges Moraine and the land known as “Protected Countryside” that lies at the centre of the GGH. The Greenbelt protects important ecological and hydrological systems, as well as an agricultural system composed of prime agricultural lands, rural areas and specialty crop areas. In addition, the three Greenbelt plans are an essential component of the provincial strategy to contain urban sprawl. There is evidence to show that they are important tools to contribute to protection of natural and agricultural assets, and control of urban expansion. However, they need to be strengthened to fully reach their objectives. We also heard concerns that speculative investments pose a risk of “leapfrog” development in areas beyond the Greenbelt, such as Simcoe and Brant Counties.

### **Towards a Better Future**

The four plans are designed to address the challenges associated with growth and development, and we fully support their goals and objectives. This review provides a timely opportunity to pause, reflect and adjust these land use policies to shape future growth more effectively. With the benefit of past experience with plan implementation and input from stakeholders, the general public and experts in many disciplines, we have identified six strategic directions and provided 87 recommendations that build on the existing goals and objectives of the four plans in order to fully realize their potential to contribute to greater economic prosperity, more efficient transportation, more productive agriculture, healthier communities and more resilient natural systems.

Our strategic directions encompass many inter-related ideas that work together to achieve the objectives of the four plans. For example, we must curb sprawl and build more compact communities in order to

support transit, reduce greenhouse gas emissions and protect valuable farmland. Protection of farmland alone is not enough unless it is also productive and supports a strong agricultural economy. Our sense of place in this beautiful part of the Great Lakes Basin relies on the care we invest in our natural and cultural heritage. Natural features and functions, including water resources and biodiversity, are essential to support healthy, prosperous communities that are resilient to climate change. Many forms of infrastructure – from water supply, stormwater and wastewater to transit, cycling, walking and roads – provide an essential foundation for human health and economic activities. Drastic reductions in greenhouse gas emissions are essential to reduce our contribution to climate change. Decreased vehicle emissions will also pay huge dividends in improved air quality throughout the region. Finally, implementing the four plans more effectively and efficiently depends on a more collaborative and coordinated effort involving different levels of government, civil society and the private sector.

### **Building Complete Communities**

During the consultation phase of this review, it was clear that there is widespread support for the overall intent of the four plans – to use land more efficiently, create livable communities, reduce commute times, protect valued resources and support a strong and competitive economy. We heard that people value a diverse mix of land uses and housing types, a range of employment opportunities, high-quality public open space, a variety of transportation choices, and easy access to stores and services. We call these places “complete communities”.

Existing urban settlements in the GGH range from historic villages to downtown centres and low-density suburbs. There are many opportunities within these areas for rejuvenation to create more complete communities with vibrant mixed uses, transit-supportive densities and infrastructure for walking and cycling. New developments in greenfield areas can also be designed as complete communities that provide jobs, housing, transit and recreation opportunities, while supporting individual and community health. Infrastructure costs are lower for compact communities. They can also help to decrease greenhouse gas emissions and energy use, thereby working towards becoming a net-zero or low-carbon community.

Our recommendations on building complete communities focus on strengthening the plans by:

- Directing more new development to existing urban areas through intensification, and less to new greenfield areas
- Increasing the density of housing and job opportunities in new development to create well-designed, healthy and transit-supportive communities
- Establishing stronger criteria to control settlement area expansion
- Encouraging a greater mix of housing types, including affordable housing
- Protecting employment areas and supporting evolving economic activities

## **Supporting Agriculture**

The GGH has high-quality soils and climatic conditions that make it ideally suited for a wide range of crops and livestock, including the specialty crop areas in Niagara Region and Holland Marsh. These same qualities have also made this region a highly desirable place to live, from the original Aboriginal land users to the early settlers from Europe and the more recent immigrants from around the world. Agriculture today is a major contributor to Ontario's economy, identity and way of life.

During the consultations for this review, many associations and individuals in the farming sector emphasized that farmland is a finite resource and the planning regime in the GGH needs strengthening to stem the ongoing loss of agricultural land to other land uses. We also heard concerns about threats to the viability of agriculture from speculative land investments, land use conflicts in near-urban areas, complex regulations and deficiencies in rural infrastructure.

Recognizing the fundamental importance of agriculture in the GGH, our recommendations focus on:

- Promoting the identification, mapping and protection of an agricultural system throughout the region
- Implementing stronger criteria to limit the loss and fragmentation of prime agricultural lands, particularly in the outer-ring municipalities beyond the Greenbelt

- Supporting productive agriculture
- Recognizing the importance of locally sourced food and urban agriculture
- Integrating the needs of agriculture throughout the plans, for example when considering settlement area expansion, the rural economy, management of natural resources, infrastructure development, climate change and plan implementation
- Applying an agriculture lens to other provincial policies and programs (such as climate change, transportation and infrastructure, financial tools, community improvement plans and education) to address the unique needs of agriculture in the GGH

## **Protecting Natural and Cultural Heritage**

The GGH is defined by the Great Lakes and the rivers that flow into them, combined with the rolling landscapes of the Oak Ridges Moraine and the dramatic cliffs of the Niagara Escarpment. The natural systems in the region provide a range of ecosystem services that support human life, biodiversity and economic activities. During the consultations, we heard that many groups and individuals are concerned about ongoing environmental degradation in the region and its effects on our health, as well as on the sustainability of natural systems and wildlife.

Aggregates contained in geological formations represent another natural resource that is essential for continued growth and development. We heard during the consultations that we need to find a better balance between supplying essential aggregate materials for buildings and infrastructure, while minimizing the immediate and long-term cumulative effects of extraction and transportation on natural systems, agriculture and rural communities.

Cultural heritage embodies, protects and sustains our sense of identity and meaning and helps to make communities vital and special places. Heritage resources provide important visual landmarks, enhance community appeal and convey a sense of place. They also create opportunities for recreation and tourism, and help attract investment based on cultural amenities. In many communities in the GGH, built heritage, cultural heritage landscapes and archeological resources are under pressure from development and site alteration.



Our recommendations to improve protection and management of natural and cultural heritage focus on:

- Requiring integrated watershed and sub-watershed planning as a prerequisite for settlement area expansion, and major new developments and infrastructure projects
- Improving the mapping, identification, protection and enhancement of natural heritage systems throughout the region
- Growing the Greenbelt by adding areas of critical hydrological significance, such as headwaters of major rivers, moraines, groundwater recharge areas, important surface water features and urban river valleys
- Improving the management of excess soil from development sites
- Developing a long-term strategy for ensuring the wise use, conservation, availability and management of aggregate resources
- Strengthening the protection of cultural heritage

## **Providing Infrastructure**

Daily life in the GGH depends on a wide range of infrastructure –ranging from roads and transit to communications, water supply, wastewater treatment, stormwater management, and energy generation and transmission. Much of our existing infrastructure is aging and requires maintenance and upgrading. The pace of growth in the region requires massive investments in infrastructure to support new homes, businesses and transportation requirements. Meanwhile, the changing climate is bringing about increases in extreme weather events and forcing us to re-think many existing standards and expectations for infrastructure design and management.

During the consultations, we heard from many stakeholders and individuals that traffic gridlock is one of the greatest issues affecting individual health and wellbeing, business efficiency and economic competitiveness. People told us that water and sewer services need to be provided more efficiently, and that inadequate stormwater management is affecting groundwater resources, water quality, flooding and erosion. Stakeholders also emphasized that green infrastructure is just as important as the more traditional forms of built infrastructure and encouraged us to integrate the use of multi-functional green systems throughout urban and rural areas.

Our recommendations focus on upgrading existing infrastructure, meeting the demands of growth, increasing resilience to climate change, and keeping the region's economy strong and globally competitive by:

- Requiring greater integration of infrastructure planning with land use planning
- Designating and protecting corridors for provincial and municipal infrastructure
- Requiring upper- and single-tier municipalities to undertake climate change vulnerability risk assessments to guide the design of resilient infrastructure
- Providing policy direction to support green infrastructure
- Improving coordination among the Growth Plan, the Province's Multi-modal Transportation Plan for the Greater Golden Horseshoe, and Metrolinx's regional transportation plan, The Big Move
- Identifying strategic areas within the region's planned and existing transit network for focused intensification
- Increasing focused investment in transit initiatives to support complete communities
- Increasing efforts on transportation demand management, active transportation and transit integration

## **Mainstreaming Climate Change**

Climate change is one of the most pressing issues facing the GGH, and the Province as a whole. By 2050, we can expect an increase in average summer temperatures ranging from 2.5 to 3.5 degrees Celsius in southern Ontario and 1 to 4.5 degrees Celsius in Northern Ontario, depending on location. The projected change in winter temperatures is even more dramatic, increasing by 3 to 6 degrees Celsius in southern Ontario and 6 to 10 degrees Celsius in Northern Ontario, depending upon location. This will have significant impacts on our environment, economy, health and quality of life.

We heard from stakeholders and the public that climate change mitigation and adaptation must be explicitly addressed in the four plans in order to reduce Ontario's greenhouse gas emissions while also preparing to manage the risks of a changing climate to our health, safety, economy,

ecosystems and infrastructure. We view climate change as a critical driver for many of the policies in the four plans, one that needs to be brought into the mainstream of all our planning and development activities.

Our recommendations demonstrate how we can mainstream climate change throughout the four plans by:

- Applying more aggressive intensification and density targets to achieve compact, low-carbon communities
- Improving alignment of transportation planning and investment with growth forecasting and allocation
- Accelerating progress to improve and extend transit and active transportation infrastructure
- Promoting stronger protection and enhancement of natural systems and agricultural lands
- Directing upper- and single-tier municipalities to prepare climate change plans or incorporate policies into official plans to advance climate change mitigation and adaptation goals

## **Implementing the Plans**

Although the four plans share many goals and intentions, there is no question that having multiple plans with overlapping geographies and diverse implementation mechanisms has created challenges for landowners, developers, municipalities, provincial ministries, and many other organizations and stakeholders. During the consultations we heard concerns that terminology and policies in the plans are inconsistent and sometimes conflicting. Municipalities emphasized the need for more technical and financial support to comply with the requirements of the plans. We heard concerns about the amount of time and expense involved in Ontario Municipal Board (OMB) hearings, and some of the procedures of the Niagara Escarpment Commission. Many environmental groups and some municipalities called for expansions of the Greenbelt while some landowners and other stakeholders raised concerns about Greenbelt boundaries and designations.

Our recommendations to improve implementation of the plans include:

- Addressing designation and boundary concerns associated with the existing plans by applying policy changes

recommended in this report related to such matters as:  
settlement area expansion; complete communities; strategic  
employment lands; infrastructure and servicing; agricultural  
viability; protection of farmland; natural heritage systems; water  
resources; climate change; and enhancing plan implementation

- Increasing efficiency and reducing duplication of approval processes for the Niagara Escarpment Plan area
- Streamlining the policy framework, terminology and timelines of the four plans
- Extending the timeframe for municipalities to conform with Growth Plan Amendment 2 to 2021
- Developing a comprehensive monitoring program
- Ensuring there is a secretariat within the provincial government with the capacity and resources to ensure effective coordination of actions by provincial ministries, the Niagara Escarpment Commission, municipalities, conservation authorities, and other local bodies that will facilitate implementation of the four plans and address the recommendations in this report
- Creating an oversight forum to monitor and report on implementation and deliver public education about the four plans

## **Towards Timely Action**

This review is a snapshot in time. We recognize that ten years is a relatively short period to measure the effects of land use planning initiatives, but some clear trends and needs are already emerging. We have concluded that there are signs of progress towards more effective growth management, and there is support for agriculture and environmental protection in the GGH, but there are also signs that the current policy framework needs to be strengthened in order to ensure that the vision and goals of the plan are fully achieved. We heard a sense of urgency from the many stakeholder submissions and participants in the Town Hall Meetings and agree that we must seize this opportunity to strengthen the framework, address the mistakes of the past and create a better future for the region.

We recognize that our recommendations will be implemented over varying timeframes. For example, some policy amendments can be made relatively quickly during the time period of this review, whereas it may take several years to develop guidance material, prepare new maps or undertake environmental monitoring to support new or amended policies. The Ministries have stated that they hope to conclude the Coordinated Review and have amended plans in place by summer 2016. We support that aggressive timeline and believe that many of our recommendations can and should be implemented through the amendment process. We emphasize that it will be important to ensure that work needed to inform conformity with the Growth Plan is available when needed by municipalities. Finally, it may take longer to implement other recommendations, but we stress that it is essential to act on them as quickly as possible (within five years) in order to achieve a better future for the region in a comprehensive, efficient and effective manner.

### **In Conclusion**

We sincerely hope that that the Province will act on our recommendations in a comprehensive and timely fashion. Our deliberations during this review, combined with the input from many stakeholders and members of the public, revealed an urgent need to strengthen the four plans and to support them with a wide range of complementary actions. The plans provide a strong foundation but we must step up our efforts to curb sprawl, build complete communities, grow the Greenbelt, support agriculture and address traffic congestion. We owe it to current and future generations to ensure that the GGH supports healthy lifestyles, a high quality of life, a sustainable environment and a prosperous economy.